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TECHNICAL-VOCATIONAL EDUCATION AND THE COMMUNITY COLLEGE, PROCEEDINGS OF THE ANNUAL LEGISLATIVE WORK CONFERENCE OF THE SOUTHERN REGIONAL EDUCATION BOARD (13TH, WILLIAMSBURG, VIRGINIA, AUGUST 27-29, 1964).

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CONFERENCE PARTICIPANTS CONSIDERED FIVE MAJOR THEMES--(1) THE ADOPTION OF AN APPROPRIATE PATTERN FOR TECHNICAL-VOCATIONAL EDUCATION (AREA VOCATIONAL SCHOOLS, TECHNICAL INSTITUTES, SENIOR COLLEGES AND UNIVERSITIES, OR COMMUNITY COLLEGES) DEPENDS UPON THE SYSTEM'S ADEQUACY FOR MEETING COMMUNITY NEEDS, ADAPTABILITY TO CHANGES IN STUDENT PLANS, CONTRIBUTION TO PRESTIGE OF TECHNICAL EDUCATION, RECOGNITION OF THE IMPORTANCE OF GENERAL EDUCATION, COORDINATION WITH OTHER AGENCIES, AND EMPHASIS ON PROGRAMS OF TWO YEARS OR LESS. (2) OPERATIONALLY, SUCCESS OF TECHNICAL EDUCATION PROGRAMS DEPENDS ON ADEQUATE GUIDANCE, COORDINATION OF LOCAL, REGIONAL AND NATIONAL INTERESTS, RECRUITMENT OF QUALIFIED TEACHERS, AND DEVELOPMENT OF STATUS. (3) COMPLETE TECHNICAL EDUCATION PROGRAMS MUST PROVIDE COMPREHENSIVE STUDENT PERSONNEL SERVICES AND MUST MEET COMMUNITY NEEDS OF ADULT EDUCATION AND COMMUNITY SERVICES. (4) SELECTION OF THE LOCATION FOR A COMMUNITY COLLEGE MUST BE BASED ON STATEWIDE PLANNING, SOUND CRITERIA IN ACCORDANCE WITH THE STATE PLAN, AND STUDY OF THE LOCAL COMMUNITY. (5) ORGANIZATION AND FINANCE PLANS, WHICH ARE AFFECTED BY PATTERNS OF CONTROL OF COMMUNITY COLLEGES, THE GENERAL ORGANIZATION OF HIGHER EDUCATION, AND THE PUBLIC SCHOOL SYSTEM, SHOULD PROVIDE FOR A STATEWIDE COORDINATING AGENCY, ARTICULATION AMONG EDUCATIONAL LEVELS, LOCAL CONTROL AND TAX POWER, AND SHARING OF COSTS BY LOCAL AND STATE AGENCIES WITH AUGMENTATION FROM FEDERAL SOURCES. (WO)

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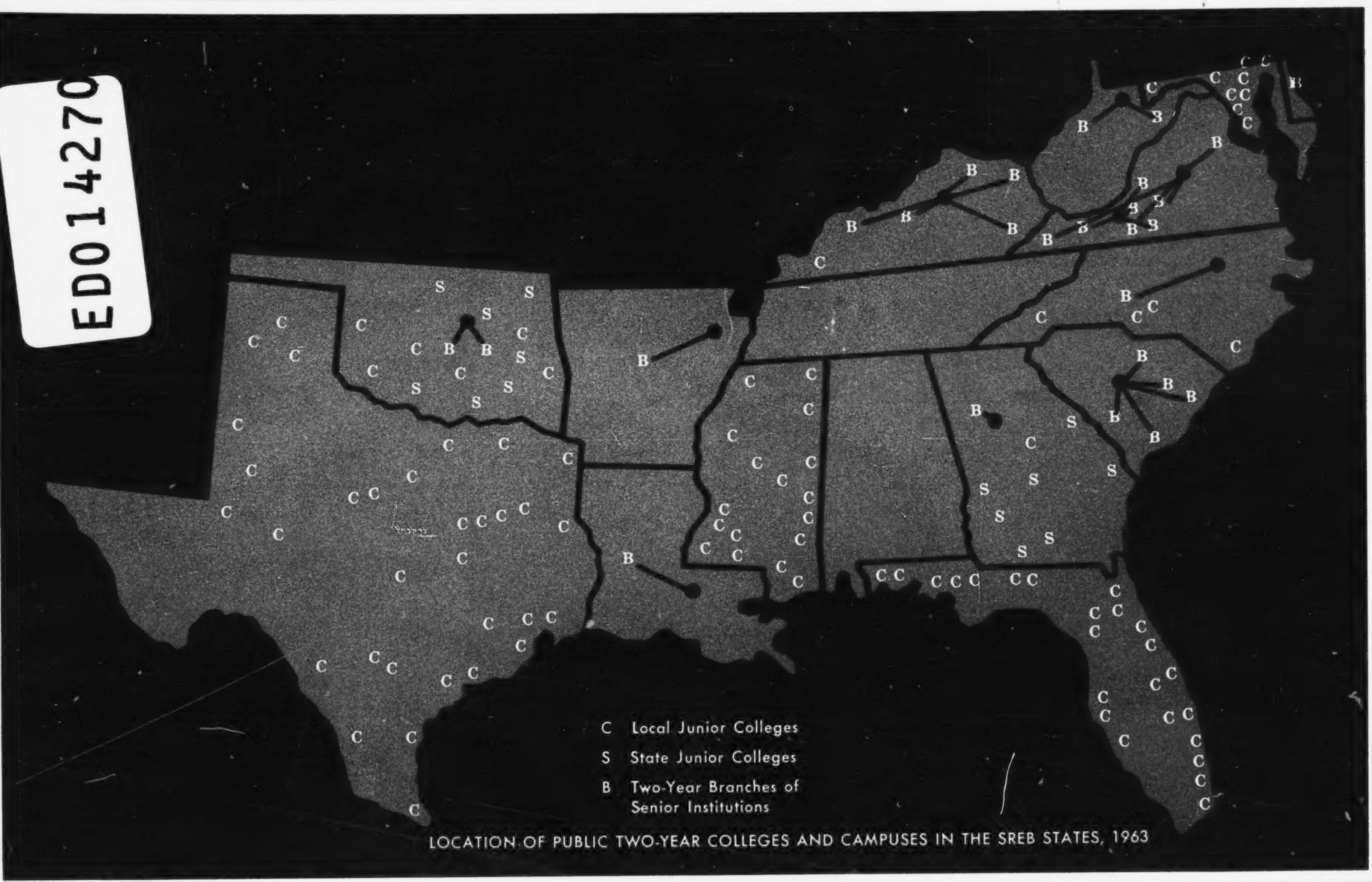
C Local Junior Colleges
S State Junior Colleges
B Two-Year Branches of Senior Institutions

LOCATION OF PUBLIC TWO-YEAR COLLEGES AND CAMPUSES IN THE SREB STATES, 1963

UNIVERSITY OF CALIF.
LOS ANGELES

NOV 29 1966

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Technical-Vocational Education and the Community College

Proceedings of the Thirteenth Annual Legislative Work Conference
of the Southern Regional Education Board.

Williamsburg, Virginia
August 27-29, 1964

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INTRODUCTION

This volume includes speeches presented to the thirteenth annual Legislative Work Conference of the Southern Regional Education Board, August 27-29, in Williamsburg, Virginia.

The conference theme was "Technical-Vocational Education and the Community College." The event, sponsored by the SREB's Legislative Advisory Council, drew more than 150 state legislators and educators from 16 Southern states.

These annual legislative conferences, as explained by House Speaker J. D. McCarty of Oklahoma at an orientation session, are held to "explore dominant issues and problems of higher education" of concern to all the Southern states.

He pointed out that the event is planned, presented and attended by legislators from over the South. The fact that it is a "legislatively inspired and sponsored forum" makes the conference a unique and influential medium "for creating better public understanding of and generating more public support for higher education," Speaker McCarty noted.

Planning of the event is directed by the SREB Legislative Advisory Council, composed of a cross section of senators and representatives from over the region.

Recent conferences have considered such topics as state planning for higher education, financing higher education, adult education and educational television.

In addition to the conference's major function as a forum for discussing the region's problems in higher education, the meeting also offers an opportunity for legislators to update themselves on current activities of the SREB, Speaker McCarty explained.

In the keynote address, Dr. Andrew D. Holt, president of the University of Tennessee, defined "Universal Education" as "Education for everybody -- all the way."

He said that the American goal of universal education will not be reached until everyone has developed his talents to the fullest extent.

One of the greatest hurdles in reaching this goal, he noted, is that school administrators fail to understand and recognize the importance of each other's jobs. He appealed for more understanding and appreciation between leaders and advocates of the various forms of higher education, and on down the educational ladder.

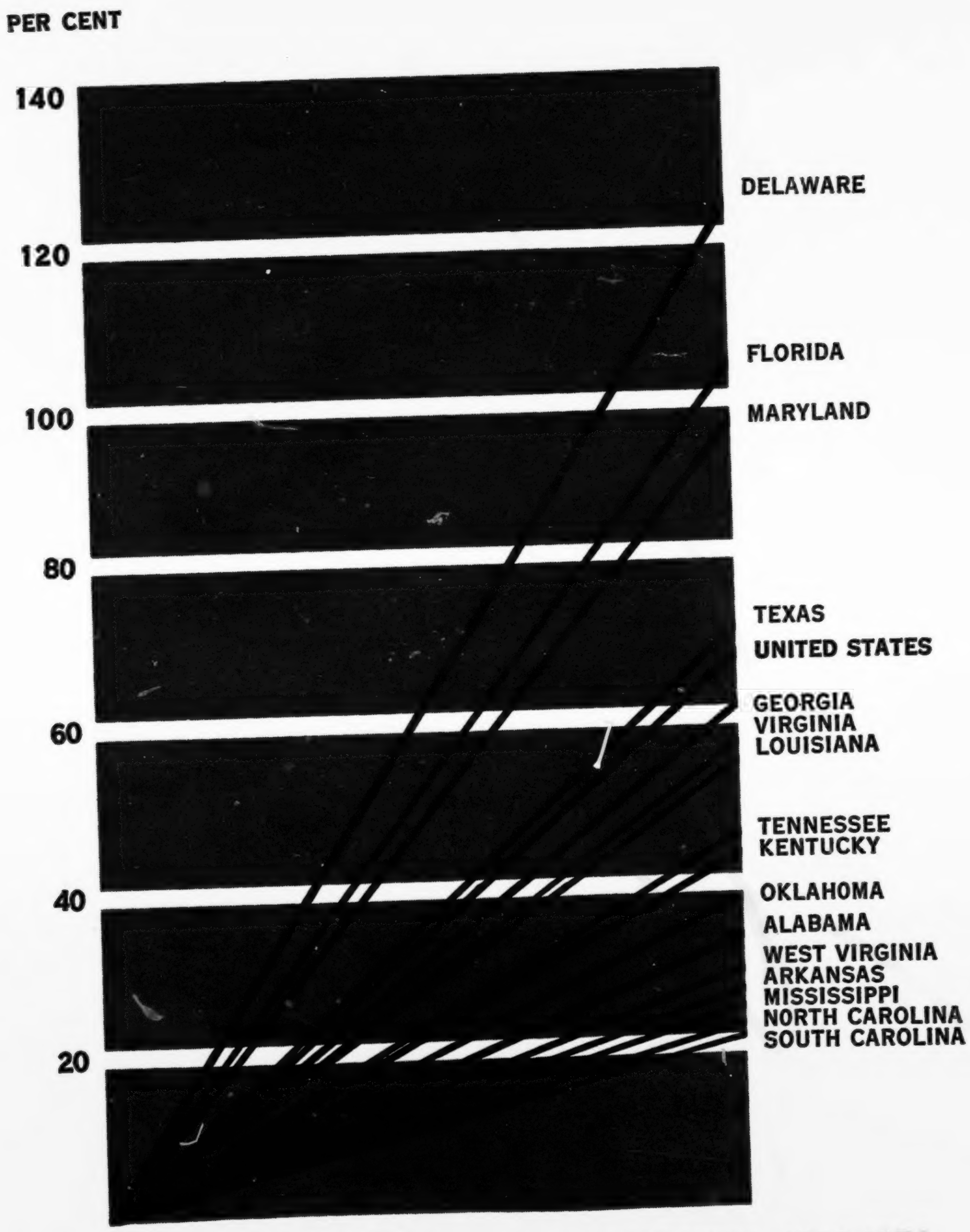
Dr. Holt pointed out that the job of education today is "big enough to go around and then some." And with booming enrollments in higher institutions, he said that the need for different kinds of education and different kinds of institutions is greater than ever.

Using the recent moon shot as an example of the new kind of teaching facing today's schools, Dr. Holt said, "Can you imagine what we must teach in order for students to know just what happened and to understand the significance of such an accomplishment?"

Another obstacle to achieving universal education, according to Dr. Holt, is "enough mazuma, enough finances to go around."

"To get this," he said, "we must let people know the importance of education. This is up to you legislators who are here, because by your presence we know you are the ones who are interested. You must convince your fellow legislators of the importance of universal education."

"Let the people understand as they've never before understood the importance of education."



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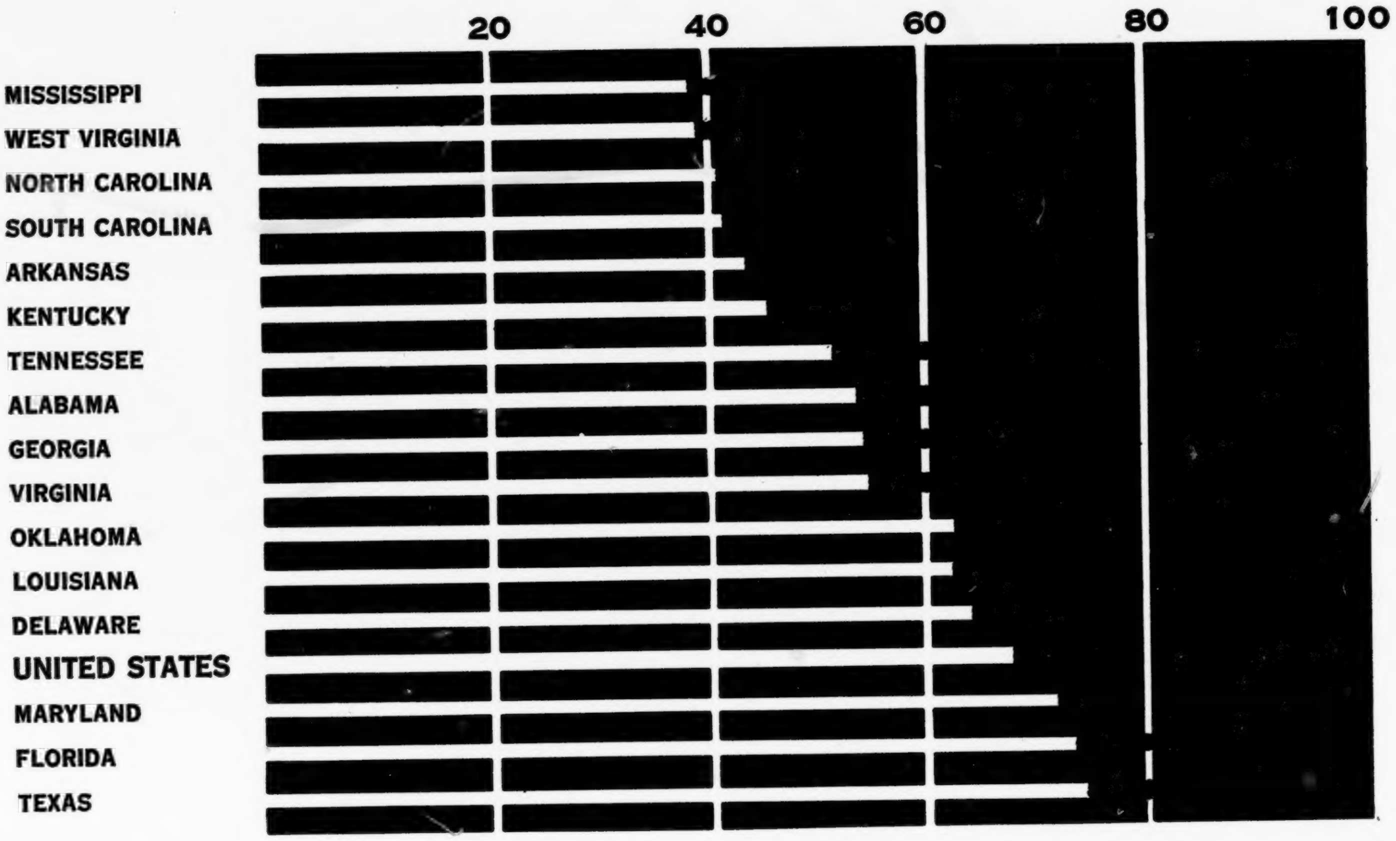

PERCENTAGE OF URBAN POPULATION, SOUTHERN STATES, 1960 AND 1976
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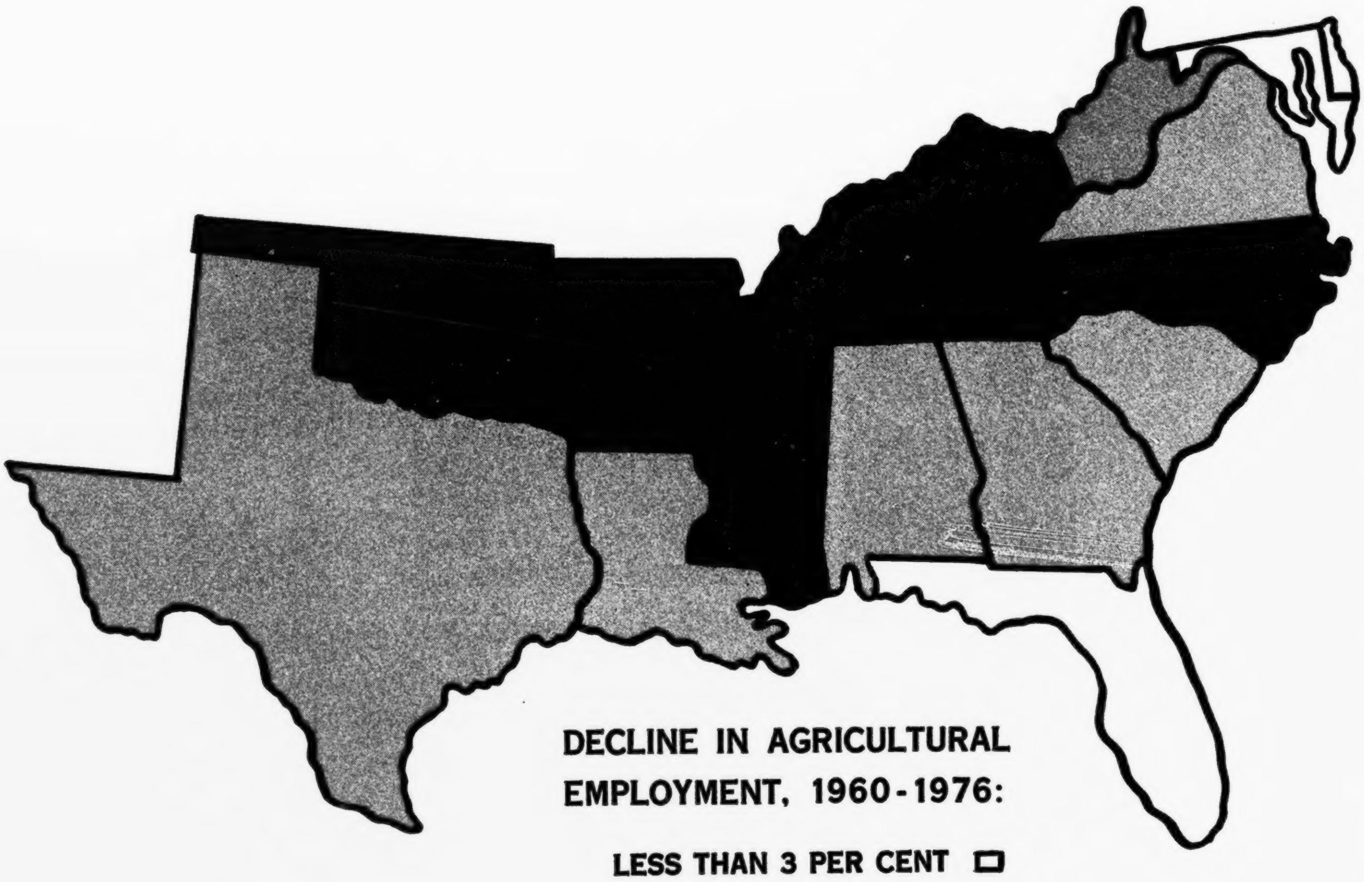
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LESS THAN 3 PER CENT ☐
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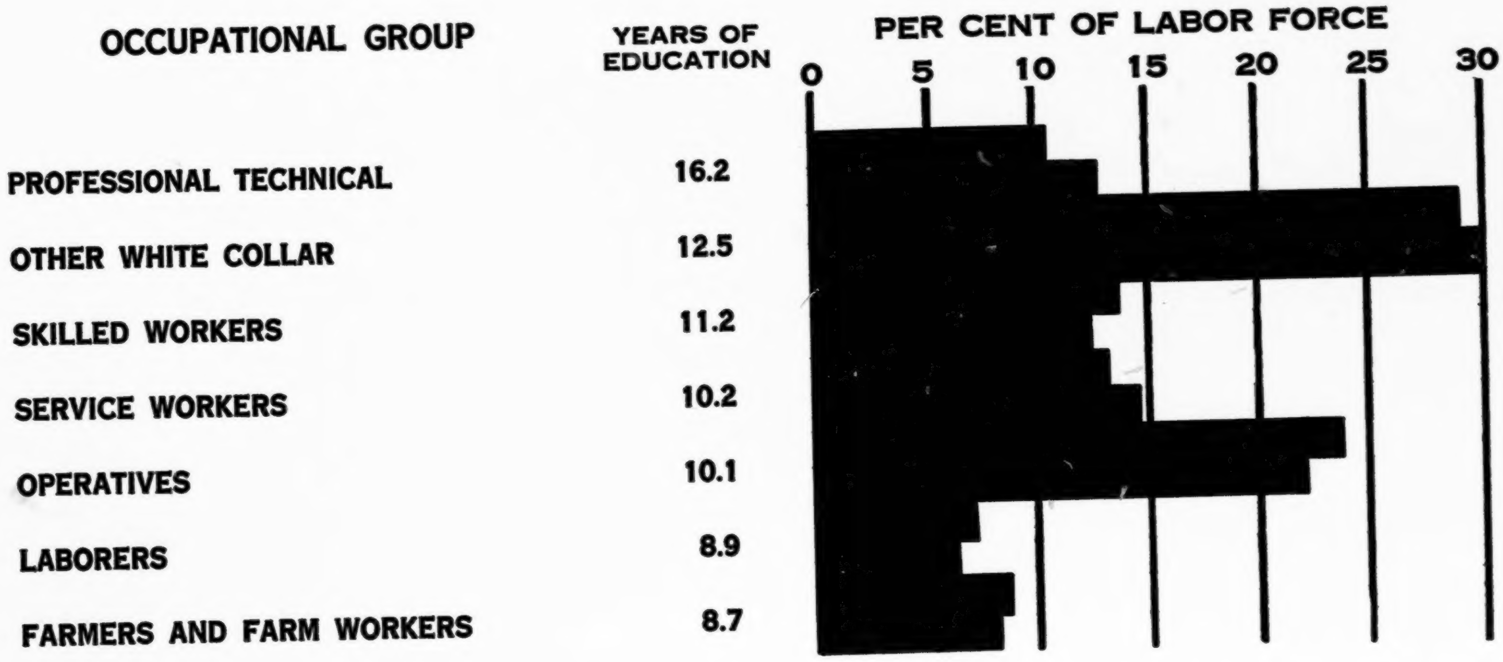

OCCUPATIONAL BREAKDOWN, SOUTHERN STATES, 1960 AND 1976 AND AVERAGE YEARS OF EDUCATION OF EACH GROUP, 1962.

UNIVERSITY OF CALIF.
LOS ANGELES

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ALTERNATIVE PATTERNS FOR POST-SECONDARY TECHNICAL-VOCATIONAL EDUCATION

B. Lamar Johnson
University of California, Los Angeles

In introducing the subject on which I have been asked to speak, I would like to propose four propositions which are basic to education in a democracy, and in particular to the theme of this conference. I then propose to identify alternative plans for post-secondary, technical-vocational education and recommend guidelines for use in selecting a pattern. Finally we will consider characteristics of and trends in the community college.1/

You will note that I will not address myself to the need for post-secondary technical-vocational education. The importance of such education is assumed by the selection of the theme of the conference. It will also be documented for us by Professor Harris.

A. Four Propositions

It is axiomatic that education must emerge from the basic philosophy and other characteristics of the nation which it serves. With this in mind I am advancing four propositions which are centered around the kind of education we need in America.

Proposition 1: The ideal of democracy is to permit each individual to be educated to the level of his highest potential. This is of central importance, not only because of its value to the state and to society, but also and more particularly because democracy is committed to the overriding importance of every human personality. The development of the individual--each citizen and each citizen in preparation--is and must be a goal, a value in and of itself, entirely apart from any contribution such achievement may make to the state as such.

1/ In this presentation the terms community college, junior college, and two-year college are used interchangeably.

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Walt Whitman, who has been called the poet of America, had this value in mind as he wrote:

> The American compact is altogether with individuals,
> The only government is that which makes minute of individuals,
> The whole theory of the universe is directed to one single individual--namely to you.

These lines, indeed, represent a high ideal for America and in particular for American education.

Proposition 2: Individuals differ widely in their range and types of abilities. This proposition needs no defense. The findings of psychology and the observations and experience of all of us confirm the fact of individual differences. Variations occur not only in results of the type that are measured by so-called intelligence tests, but also in such other types of aptitude--or as some would suggest "other types of intelligence"--as mechanical, artistic, musical, clerical, and so on.

Studies which are being conducted in all parts of the world will lead to a fuller understanding of intelligence and aptitudes--what they are--some of their relationships--and particularly perhaps their implications for teaching and learning, for school organization and administration. In the meantime, on the basis of existing knowledge and insights we can and must proceed to act on our present understanding of individual differences.

Proposition 3: A democracy must provide a wide range and diversity of education to meet the requirements of widely varied individuals. Someone has suggested that our task is and must be educating "all and each." This includes the physician and the farmer, the housewife and the librarian, the secretary and the salesman, the musician and the lawyer, the mechanic and the businessman, the nurse and the teacher, the engineer and the technician.

The differences in individuals--their abilities, interests, and goals--require different approaches to education. We need both varied types of institutions and differentiation within given schools.

Proposition 4: Variety in education and the ideal of educating everyone to the level of his highest potential are consistent with the demand for excellence in education. In elaborating on this proposition I should like to quote John Gardner, distinguished economist and President of the Carnegie Corporation of New York:

> ...as things now stand the word excellence is all too often reserved for the dozen institutions which stand at the very zenith of our higher education in terms of faculty distinction, selectivity of students, and difficulty of curriculum. In these terms, it is simply impossible to speak of a junior college, for example, as excellent. Yet sensible men can easily conceive of excellence in a junior college.
>
> The traditionalist might say, 'Of course! Let Princeton create a junior college and one would have an institution of unquestionable excellence.' That may be correct, but it leads us down precisely the wrong path. If Princeton Junior College were excellent in the sense that Princeton University is excellent, it might not be excellent in the most important way that a community college can be excellent. It would simply be a truncated version of Princeton. A comparably meaningless result would be achieved if General Motors tried to add to its line of low-priced cars by marketing the front half of a Cadillac.
>
> We shall have to be more flexible than that in our conception of excellence. We must develop a point of view that permits each kind of institution to achieve excellence in terms of its own objectives. 2/

2/ John W. Gardner, "Quality in Higher Education." In Current Issues in Higher Education, 1958 .... Association for Higher Education, 1958, p. 12.

> ...we must recognize that there may be excellence or shoddiness in every one of human endeavor. We must learn to honor excellence (indeed to demand it) in every socially accepted human activity, however humble the activity, and to scorn shoddiness, however exalted the activity. There may be excellent plumbers and incompetent plumbers, excellent philosophers and incompetent philosophers. An excellent plumber is infinitely more admirable than an incompetent philosopher. The society which scorns excellence in plumbing because plumbing is a humble activity and tolerates shoddiness in philosophy because it is an exalted activity will have neither good plumbing nor good philosophy. Neither its pipes nor its theories will hold water. 3/

3/ Ibid., p. 15.

B. Patterns for Technical-Vocational Education

These propositions--concerned as they are with human values and with the need for both diversity and excellence in American education--lead to our consideration of alternative patterns of post-secondary, technical-vocational education. Regardless of the plan that may be selected by a state or by a community, it is obviously clear that we must aim to educate each individual to the level of his highest potential and that we must shun shoddiness and strive to achieve excellence in all of education--and this includes technical-vocational education.

The magnitude of the task is such that society must use a variety of approaches to vocational education. These include offerings in high school, on the job training in business and industry, proprietary schools--including correspondence schools and business colleges, educational programs of organized labor, education in the armed services. Approaches at the post-secondary level--the level with which this conference is particularly concerned--include the area vocational school, the technical institute, the senior college and university, and the junior college.4/

4/ See also Grant Venn. Man, Education, and Work, Washington, D. C., American Council on Education, 1964; Chapter 3, Vocational and Technical Education in Secondary and Higher Education, and Chapter 4, Other Opportunities for Vocational and Technical Education, pp. 73-111.

The area vocational school. The area vocational school is an institution which serves more than one district and offers one or more vocational programs which may extend from preparation for a simple craft to a sophisticated technician or semi-professional occupation. This institution is highly specialized, and has a single purpose: to prepare students to earn a livelihood--or to upgrade their preparation for such earning. The vocational school offers federally reimbursable programs--as may also community colleges and technical institutes. The area vocational school often has no general education offerings and too often its library service is limited to unorganized collections of vocational materials in shops, laboratories, and classrooms. Although such schools are widely regarded as secondary in nature a major part of their offerings are at a post-secondary level.

The technical institute. The technical institute typically offers two-year post-secondary curricula in engineering technology. Many of these institutions are privately endowed or proprietary, "with sizeable tuition and fees, selective admission policies, and rigorous programs of study....The schools that are technical institutes only probably number no more than four or five dozen."5/ Technical institute type programs are,

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5/ Venn, op. cit., p. 92.

however, offered in many institutions--including senior colleges and universities, vocational-technical schools, and junior colleges.

Senior colleges and universities. Senior colleges and universities, of course, emphasize occupational training which requires four or more years of study: teaching, engineering, law, medicine, and journalism, for example. In addition, however, senior institutions offer two-year programs in technical-vocational fields. "In 1958, 403 four-year colleges and universities were offering occupational curriculum of subbaccalaureate level. No clear pattern emerges in the type of institution that has entered this field; the 403 schools range from large state universities to small private institutions which regard themselves as 'pure' liberal arts colleges." 6/

6/ Venn, op. cit., pp. 94-95.

Upon occasion senior institutions provide two-year programs on the same campuses at which baccalaureate programs are offered. In other situations technical-vocational programs are offered in separate two-year extension centers, as is done by Pennsylvania State University and Purdue, for example.

The community college. The junior college--an institution which offers two years of work beyond high school--has been referred to as the most dynamic unit in American education. With tremendous pressures for occupational education--both preparation for initial employment and the retraining needed as automation creates new jobs; with the demand for preparation for transfer to senior institutions; and, with the necessity for general education, adult education, and community services, the community junior college has a heavy responsibility which is being reorganized in all sections of the nation. Two-year colleges currently enroll one million students. By 1975 it is conservatively estimated that this will be expanded to more than two million.

C. Guidelines for Selecting a Pattern

The area vocational school, the technical institute, the senior college and the university, and the community junior college are the institutions which must largely provide our post-secondary technical-vocational education. Each of these has its proponents and each has its place in American education.

It is necessary, however, for every state--recognizing both the values and deficiencies of each pattern--to develop a system which meets the requirements of its particular situation. Although plans will vary from state to state, it is important to keep in mind certain criteria or guidelines in developing state programs for technical-vocational education.

I should like to suggest six.

1. Any plan must provide preparation in fields which are correlated with the requirements of employment. This requires continuing studies of employment needs. The use of advisory committees is also necessary. Any one of the four types of institutions which I have referred to as offering post-secondary technical-vocational education can meet this requirement--provided data regarding employment requirements are assembled and kept up to date and provided the implications of these data are recognized in program development.

2. Any system should make it possible for a student to change his educational plans--to transfer from one program to another--without undue difficulty. Robert Burns expressed a truism when he wrote,

> "The best laid schemes 'o mice and men
> Gang aft a-gley."

Certainly students frequently change their plans. Many who begin their post-high school education intending to continue to a baccalaureate degree decide to conclude their formal education at the end of grade fourteen. On the contrary, some who upon entrance plan only a two-year program later elect to continue for four years. If students in an area vocational school change their plans by deciding to study for a degree it is necessary for them to transfer to another institution. This is usually also true for those in a technical institute. On the contrary, those attending a comprehensive community college can change from one curriculum to another while remaining in the institution of their original enrollment. A similar situation obtains in a senior college or university.

3. Any plan should contribute to the prestige of technical-vocational education. The President's Panel of Consultants on Vocational Education asserts:

> Prestige is an important factor in all vocational education programs, for traditionally, they have been looked down upon by many academic educators and the public....
>
> Offering certain types of credentials for graduates, such as the associate in arts degree, helps in raising the prestige of the school. Mature persons like to be associated with an institution that ranks high in the eyes of the community and the State, and recruitment of students is facilitated by high prestige.11/

9/ Education for a Changing World of Work: Report of the Panel of Consultants on Vocational Education. OE-50030. Washington: Government Printing Office, 1963, p. 149.

Prestige can, of course, emerge from a number of factors -- the attractiveness of the plant, the qualifications of the faculty, and the quality of teaching, for example. It is clear, however, that an institution which is designated as a "college" has a certain "built in" advantage. Inevitably there is an element of prestige in being able to say, "I am going to college." This factor weighs in favor of a college -- either a community college or senior institution -- pattern for technical-vocational education.

4. Any plan should give central recognition to the fact that general education is an essential element in preparation for employment. Studies repeatedly reveal that workers more frequently lose positions because of a lack of general education than because of a deficiency in technical skills. The President's Panel of Consultants on Vocational Education points out:

> Liberal education and vocational education are both essential aspects of the problem of preparing an individual for living and, for earning a living; they cannot be thought of as hostile or mutually exclusive enterprises. An educational program which recognizes value in both liberal education and vocational education is most desirable for the attainment of future individual and national goals.[7]

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[7] *Op. cit.*, p. 5.

In somewhat the same spirit Venn observes, "What is called for is more and better. . . occupational education on a more general basis -- teaching certain basic skills, of course, but also devoting more time to the development of broader technical understanding of communication and computational abilities, and of an appreciation of civic, cultural, and leisure activities."[8]

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[8] *Op. cit.*, p. 32.

Venn further expresses concern as he asserts that many schools offering vocational education "simply do not have the academic resources to give their students the related knowledge and general education background they need. . . ."[9]

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[9] *Ibid.*, p. 32.

The community college and the senior college or university clearly have an advantage over the vocational school or technical institute insofar as providing general education is concerned, for general or liberal education are established elements in college programs.

5. Any pattern should provide an environment which encourages specific and effective attention to the development of post-secondary

programs two or fewer years in length. The area vocational school, the technical institute, and the community college have no ambition other than to provide programs of two years duration or less -- for this is their central purpose. On the contrary, two-year offerings represent only a tangential objective for the senior college and university. In such institutions promotion and prestige come primarily through advanced baccalaureate and graduate programs and also, perhaps, research.

It is inevitable, therefore, that two-year programs would receive comparatively less attention in senior institutions than in the other institutions we are considering. This view, insofar as the community college is concerned, is confirmed by Brunner who -- after studying occupational programs of less than four years in both junior colleges and senior institutions -- asserted, ". . . the happiest institution for such programs is increasingly the community or junior college. Apparently the two-year institution is more able than the four-year colleges and universities to attract students to sub-professional programs and hold them for the two years needed to complete such preparation."10/

10/ Ken August Brunner. "The Training of Sub-professional Personnel in the United States." Paper prepared for the International Conference on Middle Level Manpower, San Juan, Puerto Rico, Oct. 10-12, 1962, (Mimeographed) p. 34.

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6. Any plan should provide for the coordination of and avoid needless duplication in post-secondary programs of technical vocational education. Due apparently to historical accidents, two separate and at times competing systems of post-secondary technical-vocational education have developed in several states. For example, a system of vocational schools -- largely post-secondary in character -- may be under one agency of a state department of education and the community colleges under a completely separate agency. Under such circumstances it is difficult to engage instate-wide planning under which new institutions will be located where they will be of the greatest service. Similarly coordinated planning to avoid the overlapping of offerings is fraught with problems.

North Carolina until recently had a plan under which industrial education centers were responsible to the State Board of Education and community colleges were under the jurisdiction of the State Board of Higher Education. Under legislation enacted in 1963 both the industrial education centers and community colleges are responsible to the State Board of Education through its Department of Community Colleges.

In explaining the recommendations which led to the North Carolina legislation Boozer states,

> "The Governor's commission came to the conclusion that the community colleges and industrial education centers

would tend to be more alike than unlike; that the perpetuation of two increasingly similar but separate systems of post-high school institutions of two-year grade could not be justified on educational or economic grounds; and that the continuation of state level supervision of the two systems in different agencies would lead to undesirable competition, lack of effectiveness and efficiency, and economic waste."12/

12/ Howard R. Boozer. "North Carolina is Counting Community Colleges." *Junior College Journal*, Vol. 34, No. 4:8-11, December-January, 1963-64.

North Carolina's plan for coordinated community college development is being watched with interest throughout the nation.

A somewhat similar change is taking place in a state far removed from North Carolina. In Hawaii the 1964 legislature enacted a Community College Act under which the technical schools of the state are to be included in community colleges -- all under the coordinating authority of the University Board of Regents.13/

13/ Letter of June 24, 1964, from Richard H. Kosaki, Assistant to the President for Community Colleges, University of Hawaii.

Plans in North Carolina and Hawaii are consistent with Venn's recommendation that, "Area vocational and technical schools developing in some parts of the country should consider becoming comprehensive, two-year college-level institutions, serving both local high school vocational education needs in certain occupations and post-secondary technical education needs of youth and adults."14/

14/ *Op. cit.*, p. 165.

D. Community College Trends

Our examination of possible plans for post-secondary technical-vocational education plus our consideration of guidelines for selecting a particular pattern, clearly indicate the emergence of the community college as a major, and perhaps the dominant, avenue for such education. I, therefore, suggest that we turn to a more specific consideration of this institution by noting eight significant national trends and developments in the two-year college.

First, *the junior college is assuming sharply increased responsibility for preparing students for upper division work at universities and other senior institutions*. When junior colleges were first established, their single purpose was to offer two years of work acceptable to universities. At the second meeting of the American Association of Junior Colleges in 1922, the junior college was defined as "an institution offering two years of instruction of strictly collegiate grade." The goal was to prepare students for transfer, as advanced students. Even the term, junior college, implies the function to be served.

Joliet, Illinois, Junior College, founded in 1902, was the first public junior college to be established which is still in existence. It was started under an agreement whereby the University of Chicago accepted two years of work done by students at the extended high school in Joliet.

Although preparation for transfer is no longer the single purpose of the junior college, recent events highlight the importance of this objective. Studies reveal that the two-year college prepares students for successful upper division work. It is, therefore, inevitable that as college and university enrollments skyrocket, the junior college will be expected to assume increased responsibility for the freshman and sophomore years.

In Florida next month classes will open in a new and different kind of state university. Offerings at this institution will be limited to upper division, professional, and graduate work. The junior colleges of Florida will be assigned responsibility for the lower division preparation of students who attend Florida Atlantic University. But Florida is not content with a single "upper division university." The 1963 Florida Legislature has authorized and provided funds for establishing a second similar university in Pensacola.

Writing under the title, "Higher Education in the 21st Century" in the June, 1963, issue of The Atlantic Monthly, Alvin C. Eurich foresees that by the year 2000 strong liberal arts colleges and universities will have discontinued their first two years since these will come "almost wholly within the province of the junior colleges."

Second, the junior college is assuming major responsibility for technical-vocational education. Despite its importance, preparation for transfer is by no means the only purpose of the junior college. It also has responsibility for occupational education, general education, and adult education.

There is evidence that preparation for employment is, in all sections of the country, recognized as an important responsibility of the two-year college. In reporting a survey of curriculum developments in 116 junior colleges in the North Central Region of the country, President Issac Beckes of Vincennes University states, "Those who have been calling for more comprehensive programs will find much for encouragement in reports from the 116 colleges."15/ In his survey Beckes identified 191 new programs in occupational

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15/Address at March, 1963, Conference of North Central Association of Secondary Schools and Colleges.

fields including twenty-five in electronic technology, twenty-four in data processing, eighteen in nursing, and six each in law enforcement, distributive education, and medical technology.

A recent publication of the California State Department of Education lists 101 occupation-centered curricula in California two-year colleges--under such headings as agriculture, business and commerce, health, technical, and the arts.16/

Our trend is definitely toward the comprehensive junior college which includes in a single institution preparation for employment and education for transfer. In such a college, students may--when experience proves this is desirable--move from a vocational curriculum to a transfer program--or vice versa--without the necessity of changing colleges.

Third, the junior college as an essential part of its program provides general education. It is almost trite--though I believe necessary--to say that our achievements in technology have far out-run our advances in human relations. The present world struggle is not primarily between opposing technologies, but between opposing ideals and ways of living. Values that we cannot weigh, count, or measure must continue to become more and more important in our lives. While we educate more and better workers, we must also see to it that they raise the level of their citizenship. These workers, their interests, and their values are all a part of the stuff of life, of our American life.

The provision of a general education for all--both for those who are to transfer and for those who are to enter immediate employment--is an important responsibility of the community college.

Fourth, the junior college emphasizes the education of adults. Because of its concern for an involvement in local conditions it is reasonable that the two-year college should provide education for the adults of its community. This it is doing through both daytime and evening offerings. As a matter of fact in California junior colleges enroll more part-time adults than full-time students. Employed men and women--and also housewives--attend classes for a variety of purposes. Some are preparing to earn a livelihood, others to transfer to a senior institution, others to advance their general education so that they may live with greater satisfaction as well as with greater efficiency. But in contemporary America our junior college adult education programs are giving particular attention to the need for retraining in varied occupational fields as automation destroys some positions concurrently with its creation of others.

16/ Technical Education in the California Junior Colleges. Sacramento: California State Department of Education, 1963.

Fifth, *the junior college is an "open door" college*. By this I mean that any high school graduate is eligible for admission to most junior colleges--and also, in California and several other states, anyone over eighteen years of age who can profit from instruction offered at the college.

In a recently completed national study of junior colleges with enrollments of more than four hundred, Schenz reports that eight out of ten colleges admit any high school graduate, and almost half of these admit anyone over eighteen who can profit from the instruction they offer.[17]

The fact that a student is admitted to a junior college does not, of course, imply that he is eligible to take all courses and curricula offered at the college. On the contrary, a number of programs are highly selective. Admission to programs in dental assisting, data processing, and registered nursing are typically restricted. Some colleges provide special courses for students with low academic ability--and limit the study of such students to these offerings.

In a recent trip during which I visited more than thirty colleges in twelve states, I was impressed with the serious attention two-year colleges all over the nation are giving to remedial instruction. I was also interested in observing a widespread interest in programmed instruction--and in particular, the use of such instruction in remedial courses.

It is difficult to defend the admission of all comers unless we provide offerings and counseling adapted to the requirements of our clientele. If we fail in this, the junior college in reality becomes a revolving door college.

Sixth, *guidance is recognized as an important responsibility and, some would assert, goal of the junior college*. The California Junior College Association included guidance as a purpose of the junior college in the list of goals which it prepared for use in the Restudy of Higher Education in California.

The need for guidance is highlighted by the fact that the junior college is, as we have noted, an open door college. The two-year college has a responsibility for leading many of its students to face the reality of their situations. They come to college with high ambitions or hopes to enter medicine, teaching, engineering, or law--fields for which they may be unqualified. The junior college has an obligation to help such students achieve a self-understanding on the basis of which they can make realistic educational plans.

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[17] Robert F. Schenz. *An Investigation of Junior College Courses and Curricula for Students with Low Ability*. Unpublished Doctor of Education Dissertation, University of California, Los Angeles, 1963, p. 44.

Seventh, it is our aim to locate junior colleges within commuting distance of all students. This is consistent with the recent recommendations of the Educational Policies Commission of the National Education Association that universal opportunity be given youth for two years of tuition-free education beyond high school--in nonselective colleges.18/ Writing from the "vantage point" of the year 2000 Alvin C. Eurich, in his article to which I referred earlier, observes, "...a two-year college within commuting distance from home is now available for every young man and woman."

The goal, the realization of which Eurich anticipates at least by the turn of the century, was stated in 1960 by the President's Commission on National Goals which--in its report, Goals for Americans19/--recommended that there should be roughly within commuting distance of every high school graduate (except in sparsely settled regions) an institution that performs the ...functions" of the junior college.

A great deal has already been done to move toward the achievement of this purpose. State surveys of higher education in all sections of the United States are recommending plans under which junior colleges will "cover" the respective states. In Massachusetts and Florida, for example, developments are well advanced on plans under which two-year colleges will by the 1970's be located within commuting distance of from ninety-five to ninety-nine per cent of the population. California now has junior colleges within such distance of eighty-five per cent of its population.

Eighth, the junior college is a community college. By this I mean that the offerings and programs of the junior colleges are planned to meet the needs of their communities--and also to elicit the participation of citizens in program planning, development, and operation. As a relatively new unit of our educational system, the two-year college is not handicapped by restrictions of the heavy hand of tradition. It can provide--in addition to education for transfer--curricula adapted to local requirements. This results in junior college programs in petroleum technology in the oil fields of Texas; in agriculture in the wheat fields of Kansas; in a medical secretary program at Rochester, Minnesota; in fashion design in the garment manufacturing center of New York City; in citriculture in Southern California; in insurance and banking in the financial center of Chicago; in forestry in Northern Idaho--and we might go on listing community-centered programs--as well as reporting

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18/ Fred M. Hechinger. "Higher Education for U. S. Youth." New York Times. Western Edition, January 8, 1964, p. 8.

19/ Goals for Americans...The Report of the President's Commission on National Goals...American Assembly, Columbia University, 1960, p. 91.

the participation of lay citizens through advisory committees, for example in program planning and development.

Importantly the two-year college also provides education--including technical-vocational education--for adults; sponsors forums, concerts, art exhibits, and varied cultural activities; and serves as a vital, coordinating educational agency for its entire community.

Conclusions

We have noted varied approaches to and guidelines for post-secondary technical-vocational education. In particular we have looked at the community college and noted its characteristics and trends in its development--including its responsibility for and contribution to technical-vocational education. Offering a diversity of programs for diversified students, educating adults as well as youth, providing counseling and guidance, located close to the homes of students, and developing programs related to local needs, the community college makes a major contribution to that goal of democracy: To permit each individual to be educated to the level of his highest potential. To this end may junior colleges be successful in communicating to each single student the words of Walt Whitman: "The whole theory of the universe is directed to one single individual--namely to you." This can be a major contribution of the community college to the welfare of our nation and its citizens.

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THE COMMUNITY COLLEGE AND MIDDLE MANPOWER

Norman C. Harris
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I. The Challenge to Higher Education

The rapid technological changes of the past three decades have issued a significant, world-wide challenge to man's political, economic, social, and educational institutions. Many changes in these institutions have already occurred, and many more are in the making.

The basic educational problem posed by the new technology is that of educating and training all young people for a changing world of work. The new technology has created a completely new relationship between man, his education, and his work -- a relationship which in the words of a recent American Council on Education report [1] places "education squarely between man and his job." Almost all work today requires education and training of the individual as a thinking, problem-solving person rather than as a trained automaton engaged in repetitive operations. Work therefore has become more and more like education, and uses more and more of an individual's mental capacity. Education for work becomes increasingly dependent on related scientific and technical knowledge, on basic educational skills, and to some extent on behavioral and humanistic knowledge. And because the nature of this education is more diverse, more technical, and more theoretical than ever before, a much greater share of it must be offered at post-high school levels.

Diversity in Higher Education. Higher education is therefore being challenged as never before in our history. The 20th century beckons higher education to expand its horizons, broaden its commitments, and "tool up" for today's and tomorrow's society rather than for yesterday's.

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[1] Grant Venn, *Man, Education, and Work* (Washington: The American Council on Education, 1964).

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For the most part, our concept of higher education has been a traditional one. Even here in America, in a society which is non-tradition-directed, we have been content to allow most of our colleges and universities to reflect the cultural patterns and voice the educational cliches of the Greco-Roman-European tradition. We still find ready acceptance for such ideas as the following about higher education:

1. A college is a community of scholars.

Hopefully it is, but it should also be a community of learners and doers.

2. College is for the intellectually gifted.

And certainly it is, but it should also be for the intellectually superior, and yes, for the intellectually average. And, there should be some programs in many colleges devoted to the other-than-intellectual talents of young people.

3. Higher education should concern itself with the humanities, the liberal arts, and the great ideas of Western civilization.

And so it should, but it should also concern itself with the practical arts and with the great needs of today's civilization.

And most regrettably, in some regions of the nation,

4. Higher education is largely for the financially able.

And in the long term interests of this nation we cannot permit this situation to continue any longer, since education is now the key not only to individual success and economic growth, but probably also to national survival.

The first three of these ideas sound pleasant -- they roll off the tongue nicely, and they serve to build a status image which many, in and out of ivy-covered halls, enjoy. But they are not directly related to individual needs, to national or regional economic development, to the overall improvement of a free society, nor to national survival in the 20th century.

Change, not tradition, is the hallmark of American society today, and in this context of change tradition-directed higher education makes about as much sense for the 20th century as would the Greeks' concept of restricted citizenship or the Middle Ages' doctrine of the divine right of kings or Dalton's concept of the "indivisible" little round atom.

Those persons who ponder seriously the meaning of education in a free society and who at the same time have some acquaintance with individual differences among students will agree that higher education, for most youth today, must be characterized by diversity rather than conformity; by opportunity rather than selectivity; and by practicality rather than by sheer intellectuality. Someone has said that the goal of a liberal education is the unity of the good, the true, and the beautiful. For the "good" one thinks of the humanities; for the "true," the sciences; and for the "beautiful," the arts. To these three I would add a fourth--the necessary"--occupational education for the world of work. The community junior college is taking a major role in this "necessary" segment of a liberal education.

II. Higher Education and Economic Growth

Many of us have often wondered why some regions and some countries have a higher standard of living and more productivity than others. In earlier times the primary reasons were an industrious labor force, better natural resources, greater capital formation, or all three of these. "Work, save, and manage your money" could have been the slogan for 19th century economic development. But natural resources certainly do not explain why Sweden or Switzerland today have standards of living far above those of such nations as Brazil or Indonesia, where bountiful natural resources are available.

And, in recent years, it has become increasingly evident that mere monetary capital is not sufficient to maintain a steadily expanding economy in a nation or a region. And certainly long hours of work (14 hours per day or 60 hours per week) are not any longer a necessity for economic development. The nations which are now enjoying the highest rate of economic growth are those nations where human capital formation -- the all-out development of the knowledge, skills, and abilities of people -- is receiving major attention. Money and minerals -- well known measures of wealth for centuries -- are now giving way to education and training as parameters of economic development. The following table suggests, for a few selected countries, the relationship between income and educational development.[2]

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[2] John K. Norton, "Education Pays Compound Interest," National Education Association Journal, 47 (November, 1958), p. 557.

Table I - Natural Resources, Educational Development, and Income Per Capita (1954) for Selected Countries.

Nation	Natural Resources	Educational Development	Per Capita
United States	high	high	$ 1,370
New Zealand	high	high	1,000
Switzerland	low	high	1,010
Denmark	low	high	750
Colombia	high	low	250
Brazil	high	low	230
Mexico	high	low	220

Education's Return to the Individual. There is little doubt that investment in education is highly rewarding to individuals. The lifetime earnings of college graduates in the United States are, on the average, much greater than the lifetime earnings of persons with only a high school education, even when making due allowance for the earnings foregone while attending four more years of school. Schultz [3] reports a recent study by Becker and others which predicts that for a large group of men who graduated from high school in 1954, those who subsequently completed college will on the average earn $151,000 more by age 64 than will the group which only completed high school. The additional cost (including "earnings foregone" while in college) of the college years was estimated to be $13,780, giving a ratio of additional earnings to additional cost of 10.96. The comparable ratio in 1939 was 8.97.

Education's Return to Society. But education benefits not only those who receive it, it benefits the entire economy as well. Edward F. Denison,[4] in a research study completed in 1962 for the Committee for Economic Development, made an analysis of economic growth sources in the United States for the period 1929-57, and then made projections for the period 1960-80. The following table presents Denison's estimates of economic growth sources in the United States.

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[3] Theodore W. Schultz, "Education and Economic Growth," NSSE Yearbook, 1961, ed. Nelson B. Henry (Chicago), Part II.

[4] Edward F. Denison, "The Sources of Economic Growth in the U. S. and the Alternatives Before Us," (New York: Committee for Economic Development, 1962), Suppl. Paper No. 13.

Table II - Estimated Sources of Economic Growth in the United States 1929-57 and 1960-80.

Growth Source	Percent of Growth Rate 1929-57	Percent of Growth Rate 1960-80
Decrease in annual hours worked	- 33	- 26
Effect of shorter hours on work quality	21	4
Education	42	40
Advances in knowledge	36	46
Better utilization of women	7	6
Capital	9	9
Economies of scale - national market	17	17
Economies of scale - local markets	4	3
Other factors	- 3	- 1
Total	100	100

Note that the factor "advances in knowledge" accounts for a very significant growth potential. But note also that "education"-- learning by the general population that which is already known by a few -- accounts for about the same growth rate. Our major universities and research centers are producers of knowledge and they provide the intellectual capital essential to economic growth for the nation. Higher rates of money investment in these institutions will pay off handsomely in the years ahead. Community junior colleges, on the other hand, are disseminators of knowledge, serving the vast middle group of high school graduates. They provide the semi-professional and technical human capital, without which the thrust of new knowledge would lose its driving force. Higher rates of monetary investment in the two-year college are a must also, if a state or region expects significant economic growth.

Although many factors operate to produce or control economic growth in a state or region, and no claim can be made that education of and by itself is responsible for jobs, or for income, or for a specific rate of economic growth, it is instructive to make some comparisons for certain areas of the United States. The data in the following table are from the 1960 census.

As an inference from these data, it would seem strongly advisable to place more emphasis on education throughout the region represented by the delegates at this conference, if human capital formation is to be used

Statistics on Education and Family Income -- U. S. and Selected Regions and States, 1960

Region, Div. or State	Per Cent of School Age Population Enrolled in School, By Age Group			Yrs. of School Completed By Persons 25 years and Over % Adults Who have Completed		Median Sch. Yrs. Complet'd	Median Income of families '59 $s
	18-19	20-21	22-24	1-3 yrs. Col.	4 yrs. or More Col.		
United States	42.1	21.1	10.2	8.8	7.7	10.6	$4791
Regions							
Northeast	42.5	22.9	10.7	7.7	8.1	10.7	$5337
North Cent.	43.0	21.4	10.0	8.6	6.9	10.7	5095
South	40.3	19.0	8.9	7.9	7.1	9.6	3692
West	43.8	22.3	12.3	12.7	9.6	12.0	5276
States (selected)							
New York	43.1	23.7	11.6	7.9	8.9	10.7	$5407
Michigan	44.2	21.7	10.8	8.1	6.8	10.8	5534
N. Carolina	38.5	17.3	6.9	7.1	6.3	8.9	3334
Arkansas	44.0	20.8	11.0	6.2	4.8	8.9	2629
California	40.8	21.5	12.3	13.4	9.8	12.1	5527

Source: U. S. Bureau of the Census. 1960 Census of Population, Volume I, Characteristics of the Population, General Social and Economic Characteristics, U. S. Government Printing Office, Washington, D.C. Tables 114 & 115.

as an instrument of economic growth. And, although serious and continuing consideration should be given to investment in universities and research centers on the one hand, and on the K-12 public school program on the other, immediate and urgent attention should be given to the expansion of educational opportunity at the community college level for thousands of youth whose potential for contribution to the economy of the region is now only partially developed. The rather striking differentials between the Southern region (and the named Southern states) on the one hand, and the Western region (particularly California) on the other, in the "1 to 3 years of college" column are readily apparent. It may be merely a coincidence that California, a state with one of the highest median family incomes, also has the greatest development of community junior colleges in the nation, but if so it is an interesting coincidence, one worth thinking about at a conference such as this.

In closing this section on education's economic impact, let me quote from an article by Dr. Lee R. Martin, in a recent issue of Higher Education in New England, the newsletter of the New England Board of Higher Education. 5/

> What is required is a different view of education. If education were entirely taken to be an item of consumption, like a high-priced automobile, then it would be proper for the individual or the government to expend for it only what they could afford. . . . . . . But education is an investment that benefits both the individual and his society, and thus these expenditure decisions should be made just like the decisions by a business firm to purchase income producing assets. . . . . . . What can be afforded has nothing to do with this decision. If the investment results in annual additions to income that are greater than the annual costs of the investment, then the investment is justified economically, even if funds must be borrowed or taxes increased in order to finance it.

III. Middle Manpower and the Community Junior College

The community junior college is in a very real sense society's answer to society's need for expanded educational opportunity. Nationally, millions of high school graduates of "middle level" academic ability need further education and training to fit them for useful and satisfying

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5/ Lee R. Martin, "Contributions of Education and Research to Economic Growth," Higher Education in New England, Vol. 6, No. 4; Vol. 7, No. 1 (Winter and Spring, 1963), p. 12.

careers within the spectrum of "middle level manpower" -- in semi-professional and technical jobs. By 1970, one-fourth of the nation's labor force may well be employed in middle manpower jobs that did not even exist a few decades ago. Our occupational structure is changing rapidly under the impact of new technological and sociological changes, and our educational structure must change also to meet these demands. Some of these changes are made more clearly evident by the following chart.

One conclusion which most certainly can be drawn from such a chart analysis is that the old three-level education system of the 1930's is no longer tenable. There are indeed many other reasons calling for the rapid expansion of two-year college opportunity, but even if that were not the case, the demands of our changing occupational structure alone would mandate such an expansion.

Within the spectrum of middle level manpower is a vast array of jobs. Time permits only a brief over-view of the clusters or families of jobs which will increasingly demand in the future, one, two, or perhaps three years of college level technical-vocational education.

The first several charts illustrate job families within the broad field of engineering- and industry-related occupations. Only a few of the many job titles within each cluster or family are listed.

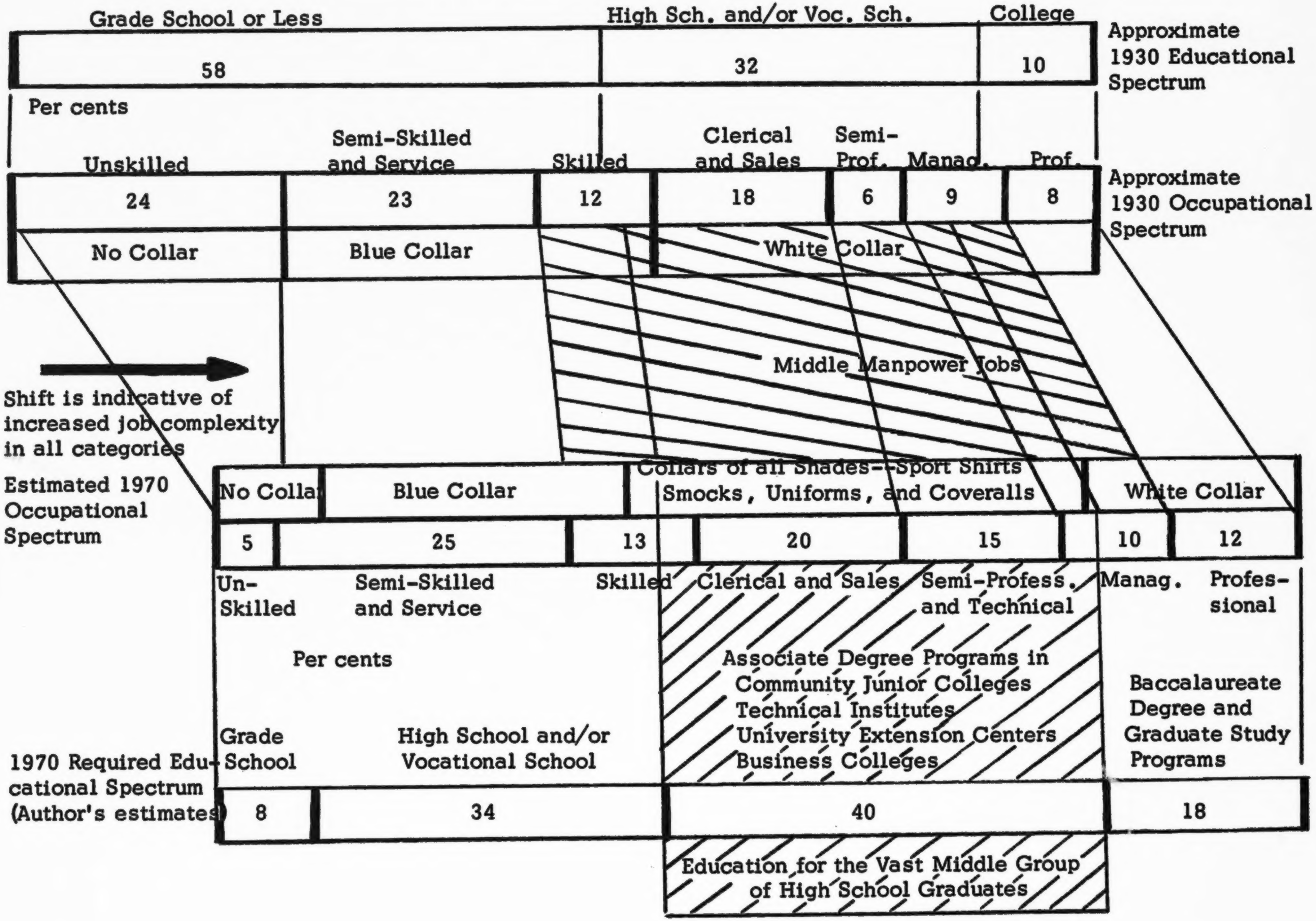
Mechanical Technologies

Air Conditioning/Refrigeration
Aviation/Missile Technology
Automotive Technology
Diesel Technology
Foundry Technology
Hydraulics Technology
Machine Drafting
Operating Engineering
Tool and Die Technology

Civil Technologies

Architectural Drafting
Building Construction Technology
Concrete Technology
Map Drafting
Materials Testing
Sanitation Technology
Structural Technology
Surveying

OCCUPATIONAL TRENDS AND EDUCATIONAL REQUIREMENTS
(U. S. Labor Force--1930 and 1970)


Grade School or Less
High Sch. and/or Voc. Sch.
College
58
32
10
Approximate 1930 Educational Spectrum
Per cents
Unskilled
Semi-Skilled and Service
Skilled
Clerical and Sales
Semi-Prof.
Manag.
Prof.
24
23
12
18
6
9
8
Approximate 1930 Occupational Spectrum
No Collar
Blue Collar
White Collar
Middle Manpower Jobs
Shift is indicative of increased job complexity in all categories
Estimated 1970 Occupational Spectrum
No Collar
Blue Collar
Collars of all Shades--Sport Shirts Smocks, Uniforms, and Coveralls
White Collar
5
25
13
20
15
10
12
Un-Skilled
Semi-Skilled and Service
Skilled
Clerical and Sales
Semi-Profess. and Technical
Manag.
Profes-sional
Per cents
Associate Degree Programs in Community Junior Colleges Technical Institutes University Extension Centers Business Colleges
Baccalaureate Degree and Graduate Study Programs
Grade School
High School and/or Vocational School
1970 Required Educational Spectrum (Author's estimates)
8
34
40
18
Education for the Vast Middle Group of High School Graduates

Electrical Technologies

Communications Electronics
Computer Electronics
Electrical Power Technology
Electronic Assembly
Electronic Drafting
Industrial Electronics
Missile Electronics

Industrial Technologies

Ceramics Technology
Chemical Technology
Forest Products Technology
Metallurgical Technology
Optical Technology
Paint Manufacturing Technology
Petroleum Technology

A relatively new, but rapidly growing field of semi-professional occupations encompasses jobs in the support of scientific research. In this family of occupations are persons with the following job titles.

Technicians in Basic Research

Biological Technician
Bio-Physical Technician
Chemical Technician
Geophysical Technician
Hydrographic Technician
Mathematics Aide
Metallurgical Technician
Meteorological Technician
Physics Research Technician
Spectroscopy Technician

The business occupations are continually increasing in complexity, demanding workers with higher levels of education and training. Some of the many jobs in this family, for which community junior college education and training are indicated, are listed here.

Business Related Occupations

Bookkeeper-Accountant
Business Data Programmer
Buyer (Retail Store)
Data Processing Technician
Graphic Arts Technician
Legal Secretary
Medical Secretary
Private Secretary
Real Estate Salesman
Store Manager
Sales and Advertising

Semi-professional and technical occupations in the health and medical field are steadily increasing in numbers and the jobs are demanding a higher level of preparation -- two years of college for most of the following, three years for some.

Technicians in the Health Field

- Dental Assistant
- Dental Laboratory Technician
- Histologic Technician
- Medical Laboratory Technician
- Medical Office Assistant
- Medical Records Technician
- Psychiatric Technician
- Radioisotope Technician
- Registered Nurse
- X-ray Technician

And, finally, there is a growing number of semi-professional and technical jobs in the public service sector of the economy, for which community colleges can give the required education and training. Programs in law enforcement, fire service training, sanitation technology, and conservation are examples of these.

This, then, is a brief overview of the spectrum of middle-level manpower. These jobs, taken in the aggregate, may by 1975 account for up to one-third of the labor force. Almost all of these jobs require some post-high school educational training, and many of them demand a quality and level of college experience consistent with the awarding of the associate degree. Where will the millions of youth who need this kind of preparation be educated and trained? Specifically, where will the thousands of youth in each of your states obtain this kind of education and training?

The Schools. Another speaker has presented some alternative plans for post-high school technical and vocational education. Mentioned were such schools as technical institutes, university extension centers, business colleges, nursing schools, industrial training centers, and the proposed new area vocational-technical schools which may come into being under the Vocational Education Act of 1963. Without denigrating the efforts of these other types of institutions, I will merely point out that all of them combined do not possess enough enrollment potential to meet more than a fraction of the need.

Community junior colleges, however, do have the potential. In some states they are now enrolling more than half of all college students in freshman and sophomore status. Nationally, over 1,000,000 students were enrolled in junior colleges last year. Careful estimations indicate that at least 2.5 million may be enrolled by 1975. State after state is passing enabling legislation for public community colleges, and the movement itself has been described as "the most dynamic development in education in the 20th century."

The community junior college offers the promise of new leadership in occupational education. It will fill the widening gap between the baccalaureate degree programs of the four-year colleges and the secondary level vocational programs offered in high schools.

Five significant factors about the community college point to it as the answer for the nation's middle manpower problem.

1. Community junior colleges are already recognized as institutions of higher education, offering work which is "college-level" in both transfer programs and occupational education programs.

2. They are (typically) located close to the student's home, making access to higher education readily available and relatively inexpensive.

3. Junior colleges already have established close liaison with the high schools of their respective areas, and the counseling and guidance services of the college are ordinarily available to high school seniors to effect a smooth transition from high school to college.

4. High school graduates, increasingly, want to go to college, and their parents expect them to do so. Enrolling in a semi-professional or technical curriculum at a community college has acceptance already in the public mind.

5. Finally and most important, community junior colleges have the facilities, the staff, and the educational philosophy to incorporate within technical and semi-professional curriculums a general education core of courses in science, mathematics, English, history, economics, and similar subject disciplines. In contrast, occupational "training" as advocated by most vocational schools and by some technical schools neglects these important courses on the shaky ground that time spent on general education subjects would interfere with the "training" of the technical worker.

Our problem in America is not simply to train workers. It is to educate citizens for the responsibilities and privileges of a free society. High on the list of these is the privilege of having a job and the responsibility to perform it well. Today, as never before, education stands squarely between man and his job. Increasingly, the sophistication and complexity of jobs demands the kind of occupational education which community junior colleges are uniquely fitted to provide.

Conclusion. "Middle level" youth have promise, too. It is high time we stopped pretending that the needs of "average" youth are unimportant. Since they outnumber superior youth by at least two to one their future is, in a very real sense, involved in the future of America, and in the future of the region here represented. After all, the most characteristic attribute of a free society is not a highly educated elite, but a large, well educated, economically self-sufficient, middle class.

I see the comprehensive community college as "democracy's college," the key which is opening the door to a better living and a better life for millions of American citizens. It will play a major role in occupational education in the years ahead. Let me urge you to give your utmost support to community college development in the states where your leadership is shaping the future.

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TECHNICAL AND VOCATIONAL EDUCATION WITHIN THE COMMUNITY COLLEGE -- THE PROBLEMS AND HOW TO SOLVE THEM

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My recent experience gives me confidence in urging legislators, state officials, and other leaders to carefully consider the role of the public community college in relation to our manpower and educational problems. After considerable study, I recommended to the President of the W. K. Kellogg Foundation that grants amounting to approximately four million dollars be made to support this new and rapidly growing American concept in education. The projects for leadership training (such as the one directed by Dr. Lamar Johnson), for the program of the AAJC, and for curriculum experimentation, with foundation aid, are now in the height of their development. Now at MSU, I am active in supporting that University's efforts to aid in its projects related to the strengthening and growth of community colleges in Michigan.

The evidence is in and, as so well stated by Professor Harris, the conclusions are clear. To meet the needs of the local community, of the states, of the regions, of the nation, semi-professional and technical curriculums should be greatly increased in public community colleges or in institutions that can perform the functions of a comprehensive junior college.

But to accomplish this one purpose, among several accepted by community colleges, we must overcome some serious difficulties. I happen to know a lot about these difficulties because I received and passed judgment upon more than 100 proposals in this field that were presented to the Kellogg Foundation during the past three years. These proposals came from all over America and concerned many types of projects. By reviewing the proposals I am able to present a list of problems. And better yet, this review makes it possible for me to include brief descriptions of some remedies to the problems. Though I dislike the current cliche, this review makes it possible for me to be "realistic." Thus I hope my presentation, though concerned with problems, will be positive in fact.

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The Problems and How to Solve Them

1. To build an adequate guidance program.

The open door policy of a community college demands effective guidance and effective guidance demands (a) a multiple purpose program with different curriculums -- the more the better, and (b) understanding of the total program beyond the high school in order to serve as the "directive agency" both within the college and to the vast program in other types of agencies and in order to have a base for coordination and planning.

A grant to the AAJC by the Carnegie Corporation is making possible an extensive study of counseling and guidance in American community colleges. Your institutions can get help in solving this problem.

2. To make compatible in one institution the local, state, regional, and national interests in education.

A. All governmental levels are interested in training for democratic living and participation. The intermingling of students taking many types of programs in courses and in other phases of student life avoids a caste system and snob attitudes.

B. Since Sputnik, national interests have been greatly emphasized and recognized. Stimulated by federal aid to specific type programs and by other forces, the national interests are being satisfied to some extent in community colleges.

Example 1. Reduction of unemployment, a national concern -- All students recruited from unemployed youth and trained at Kellogg Community College in a technical curriculum were assured of employment before their course was completed. Many similar reports were given to the Foundation in the proposals.

Example 2. Technicians for work in outer space programs such as that at Cape Kennedy in Florida are being trained in community colleges throughout America. These colleges are helping to satisfy a really great national interest.

C. The regional interests in education (those common interests of a group of states) are being satisfied without the establishment of regional institutions by the training programs in community colleges. For example, associate foresters and assistant conservation officers for regional park systems, for forest preserves, and for recreation areas.

D. The state interests in education that are being satisfied by local community colleges can be illustrated with many examples; i.e., the Lansing Community College has two special curriculums with Kellogg support for the training of technicians who will be employed by the Michigan Highway Department and by the Conservation Department.

E. In Battle Creek, Michigan, there was a unique local need: technicians for the cereal industry. This need has been satisfied in part by the offering of a Cereal Industry Technician's Program by the Kellogg Community College in that city.

F. Thus it is seen that a single institution such as the community college in Battle Creek, Michigan, or a combination of such institutions, can offer a variety of curriculums which meet the needs of various geographic units or levels, making compatible under our present educational organization the educational interests of the different governmental levels.

3. To give to semi-professional and technical curriculums a prestige similar to that now accorded to the College Transfer Program.

A. This need is revealed by the fact that about 2/3 of the freshmen classes in community colleges take the College Transfer Program, while only 33% of those who take this transfer program actually transfer to four-year institutions. It seems obvious that many of these students taking the College Transfer Program should be guided into other curriculums. From the testimony of many college administrators and counsellors we learn that the lack of prestige given the vocationally oriented curriculums is a major factor making it difficult to recruit students for any curriculum other than the college transfer one.

B. According to proposals received by the Kellogg Foundation, many community colleges are using ad hoc committees to assist the colleges in the planning and conducting of semi-professional and technical curriculums. These committees consist of leading industrialists and professional men of the community along with faculty and administrators from the college.

Example: A committee on nursing education with representatives from the Battle Creek Medical Society gave real prestige to the nursing curriculum offered by that city's community college.

C. This college also has various prizes and citations given by professional and industrial groups to outstanding students who take vocationally oriented curriculums. The presenting of these recognitions is made into a big "community affair."

D. Prestige is gained if the specialized work of the curriculum is given in a facility as fine or finer than that which houses the College Transfer Program. The opposite effect is obvious when these specialized courses are offered in unattractive physical facilities such as an unused junior high school built many years ago and abandoned five years ago.

Examples of favorable situations are in Battle Creek, where a local foundation (not Kellogg) built a beautiful structure for the nursing and other semi-professional curriculums. And another example is in St. Joseph, Michigan, where Whirlpool Corporation aided in the building of a similar structure for that city's community college.

Whether we like it or not, people in general somehow seem to think that the worth of a program is in a way indicated by the type of structure in which it is housed.

E. The sympathetic understanding and backing of the chief administrative officers and of the board are effective ways of gaining prestige. If it is obvious to the student body and to the public that these officials consider vocationally oriented programs important and academically respectable, then this feeling of importance is sensed and more likely accepted by students and their parents. (And frequently parents are very "status conscious.")

Because of the importance of the college administrator in building a multiple-purpose program, the Kellogg Foundation is supporting ten university centers designed to train administrators for these colleges -- administrators who do understand the nature of comprehensive institutions and who do have respect for the semi-professional curriculum. Three of these centers are located in the Southern region -- University of Florida, Florida State University, and the University of Texas.

F. The recognition of a core program in general education consisting of various courses taken by all students irrespective of their curriculums tends to break down the status symbol of the transfer program.

G. The inclusion in vocationally oriented curriculums of a large amount of liberal education also helps.

Such practice is in accord with good educational theory. It means that our technicians and semi-professional people have an understanding of the world, of our society, and can assume leadership responsibility in the community and can direct their own continuing education and recreation programs.

Some of these semi-professional curriculums might be offered in one year, but there is argument to extend them to two years in order to include important general education.

H. The attitude of the faculty is important in this prestige problem. If a clear-cut distinction between the faculty for one curriculum from that of another is made and if the usual value system operates, those who teach liberal arts and who take courses in liberal arts will have the high prestige.

Perhaps at this point it should be said that the accomplishment of the true function of a community college may require the adjustment of the value systems typical of college faculty members. Those professors who have intense research interests, who do not actually have a great interest in young people, who over-glorify the liberal arts, simply should not be teaching in a comprehensive community college. Boards of control and administrators can control this matter if they will be forceful in their recruitment, employment, and promotion practices.

4. To recruit qualified teachers.

The supply of qualified teachers for any type of college curriculum is, of course, very limited, but the scarcity is particularly true with respect to teachers for these vocationally oriented curriculums. It is clear that for many community colleges part-time teachers secured from industry and the professions are necessary. For example, when a dental hygienist program is started at a community college, some of the semi-professional courses will need to be taught by local dentists. Here the problem is definitely one of taking a successful professional man and through in-service education making of him a successful teacher.

Faculty members, in addition to knowing the content and skills for a vocation or profession, need to know something about the laws of learning derived from basic psychological studies, about the use of new instructional materials and communications media, about such things as programmed learning and audio-visual aids. A few community colleges describe in their proposals to the Kellogg Foundation plans for experimental projects in the preparation of teachers for community colleges -- pre-service and in-service.

Perhaps the universities of this country are delinquent in not attempting to train teachers for these specialized curriculums. Here and there, there is some real interest, and I am told that some foundation aid is likely to be given in the near future for projects of this type.

5. To relate the pre-service training to a continuing program of education on the job.

Most of the colleges that have present programs to train technicians recognize how important it is to plan each curriculum as though the student will continue to study throughout life. The skills and content taught today so often become obsolete next year. This fact, known so well by all of us, means that we must rely upon self-directed and self-motivated learning, that we must teach students the art of how to keep on learning.

Many of these colleges, to meet this problem, are organizing continuing education programs for their alumni and for other citizens of the community which they serve. They are cooperating with labor unions, with professional associations, and with universities.

6. To justify or to reduce the high cost of specialized and technical programs.

A. Programs of this type do cost more than the typical college transfer curriculum. Depending upon the amount of laboratory work, they may cost much more. Attention is called by these planners, however, to the fact that real savings are made. For example, a dental hygienist whose education in a community college might cost $3,000 (two years) will be doing the work frequently performed by a dentist whose education cost $12,200 (four years).

B. The cost is sometimes reduced by offering a "core program" within certain subject matter divisions and thus increasing the size of classes. For example, students from nursing, dental hygiene, armchair assistants, x-ray technicians, and from other health field curriculums take together all of their science courses and thus greatly reduce the cost of this phase of their training.

C. Another plan for reducing the cost is to make arrangements for using equipment in industrial and professional offices for laboratory work. Also frequently an industry or a professional group, very much interested in securing this middle-level type of employee, will provide the funds for the needed laboratory at the college.

7. To meet licensure provisions.

State laws vary considerably with respect to legislative requirements for many of these semi-professional occupations. The facts with respect to such requirements must be known, and individual colleges must work closely with the government officials and with officials from professional associations which sometimes have licensure responsibilities.

8. To carry out the necessary planning for such curriculums.

A. If the chief administrator of the college has been properly trained and has a favorable attitude toward such a program, he can assist leaders in their plans. The three training centers in the South are undoubtedly producing leadership for many of your institutions. They will usually work with a continuing curriculum committee composed of faculty members.

B. Ad hoc committees comprised of faculty members and industrial and professional leaders are very valuable in such planning. I have previously referred to this device in planning.

C. Consultants of various types were used in drawing up the plans presented to the Foundation.

(1) State Department of Education officials
(2) Faculty members and officials from the ten Leadership Training Centers
(3) Faculty members and officials from other universities
(4) Staff from the AAJC
(5) Consultants from private firms

D. Studies revealing all of the educational facilities of the community and adjacent area were made.

(1) Thus avoided unnecessary competition, especially with "Second Floor Main Street" institutions
(2) Revealed hidden resources
(3) Involved people who would be responsible for support and direction of new project
(4) Studies are not too difficult to make

The listing of so many problems is not psychologically sound. However, by indicating the various types of remedies, the negativism, I hope, has been avoided. In a very brief way what I have been saying is that there are some serious problems in connection with the inauguration of such programs, but there are some real demonstrations throughout the country indicating how these problems can be solved. The results justify the efforts!

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GENERAL EDUCATION AND STUDENT PERSONNEL SERVICES IN THE COMMUNITY JUNIOR COLLEGE

Joseph W. Fordyce, President
Central Florida Junior College

For the purpose of the discussion today, Dr. Ready and I have accepted the "also ran" responsibility of discussing those aspects of the community junior college not related to the central theme of the Legislative Work Conference, namely, Technical-Vocational Education. We are glad to play second fiddle in this respect. There can be little doubt that major emphasis in terms of planning and implementing effective programs must be given at this time to technical-vocational education and to the particular, specific, and unique role that the community junior college can play in this important field.

Our role today, therefore, is one of attempting to maintain perspective and balance in order that, despite the emphasis of this work conference upon technical-vocational education, the total role and scope of the community junior college as a comprehensive educational institution should not be displaced. Historically and quantitatively most community junior colleges have begun with programs other than those in the technical-vocational field, and it is fitting and proper that emphasis be placed upon the current need to provide facilities, curriculum, and faculty that will bring these important educational programs up to the levels of quality and excellence that have been enjoyed by other aspects of the total program. Meanwhile, no dimunition in our efforts in the other, more traditional curricula can be tolerated.

In looking at these "other" services of the community college, Dr. Ready and I agreed that they could be subsumed under four headings. (1) General-Liberal Arts Education, (2) Student Personnel Services, (3) Adult Education, (4) Community Services. For the purpose of this discussion we agreed that I should discuss the first two and that Dr. Ready would discuss the remaining ones.

Let us then turn our attention to the first of these broad areas, namely, general and liberal arts education. In junior college circles these programs are also known as the "transfer program" or the "university·

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parallel" program. This terminology is clear if we realize that the majority of students who propose these programs have in mind transferring at the end of the second year to a four-year college or university to complete the baccalaureate. The university parallel designation has been a reminder that the junior colleges must present programs equal in quality and quantity to those of their sister institutions in order that this transfer function may be effected smoothly and efficiently.

Within recent years, approximately two-thirds, according to national studies, of students entering junior colleges have indicated that they plan to make this transfer to four-year colleges or universities. Actually, however, only approximately one-third of entering junior college students do indeed transfer to four-year colleges, a fact that suggests that more and more students are finding the two-year program of General-Liberal Arts Education an effective terminal education, or are shifting to programs more specifically related to employment and occupational opportunities. In this connection, it should be noted that for many students the distinctions which we can maintain for discussion purposes between vocational and general education tend to disappear, because many students use programs of general education either at the two or four-year level as an entry into a wide variety of interesting and challenging occupations.

At our college, for example, we have been, within the last two years, giving specific attention to the delineation of entry occupations that are appropriate for certain combinations of general and liberal arts studies. The most exciting one that comes to mind immediately is that of professional aide: the person, who having completed a selective program of general liberal arts studies, may become "apprenticed" to professionals in the fields of teaching, law, medicine, and other occupations that require extensive graduate work for professional membership.

Likewise, the delineation between general education and liberal arts education is not always clear. Frequently, especially within the last 25 or 30 years, general education has been closely identified with broad, comprehensive courses that attempt to survey broad expanses of human knowledge. Frequently they will bear such broad titles as "the humanities," "the social studies," "the natural sciences," "the arts of communication." Not all colleges use this approach, however, and many, especially of the four-year traditional liberal arts variety, will define their general education requirements in terms of various kinds of selections that may be made by the student in consultation with his counselor from among introductory courses from the liberal arts curricula. At any rate, general education is seen as embodying those common learnings without which no one can claim to be educated at the post-secondary school level.

Inasmuch as the constitution of a liberal arts education has been the subject for such voluminous agreement and disagreement over the years, I will merely point out for the sake of our discussion that we are here talking about those courses in particular subject fields as, for example, English literature, foreign languages, mathematics, chemistry, physics, etc., in which a student has the opportunity to major or to concentrate and which presumably have little, if anything, to do with preparation for a specific vocation or profession. At the comprehensive junior college level, these courses in the liberal arts are generally restricted in terms of complexity because the more intensive ones are frequently confined to upper division study in the four-year colleges and universities.

Inasmuch as the most frequent objective of students taking the program of general-liberal arts education has been to transfer for upper division study toward the baccalaureate, the easy solution to these program of studies at the community junior college within these fields would be merely to ape as closely as possible the lower division program at the universities toward which most of its students were heading. In many new community junior colleges established within the last 10 years, this, indeed, was the pattern. Such a device had many advantages. Number one, all students were theoretically on the same track. Number two, there could be easy exchange of lecturers, of materials, and even of entire courses. At our college, for example, located geographically nearby, we were able to take advantage of the University of Florida's generosity in providing us with open channel telecasts of the university's comprehensive course in the humanities.

Unfortunately, however, many difficulties and complexities also arose. The first of these stemmed from the great complexity and variety of abilities, background, and purposes of the various student bodies. If, for example, the technical education student were to share a program of general education with the prospective teacher or lawyer, such a program obviously could not occupy three-quarters of the two-year schedule, as university programs of general education are wont to do. Moreover, differences even among the junior colleges themselves became apparent in terms of background, purposes of students, and of other local considerations, all of which made it necessary for community junior colleges each to develop its own program of general and liberal arts education.

With this increased disparity, however, problems of effective transfer of students might have become almost insurmountable, and in some regions this problem has become an increasingly complex one. In Florida, however, one of the most statesmanlike agreements that I know of in the entire history of higher education was effected between the community junior colleges and the institutional members of the university system. This pact is familiarly known as the general education agreement and assures junior college students that if they have been certificated by the junior college as having completed its general education program, additional work to complete general education programs will not be required by receiving universities within the system. Only minor obligations are placed upon the junior colleges, including the fact that the work so designated will include a minimum of 36 semester hours and that it will give attention to certain broad areas commonly considered to be included in general education. Although minor difficulties have been experienced since the adoption of this agreement, the transfer of clearly acceptable students has been greatly expedited.

The question then remains, how effective have been these programs of general-liberal arts education in the community junior colleges? If we attempt to answer this question in reference to the two major objectives noted previously, we should need to look at the progress of students who use these programs of general-liberal arts education as terminal education and those who use the program for purposes of transfer to four-year colleges. For the first group, I should have to admit that our evidence is still somewhat vague. The major source is from reports of students themselves in respect to what two years of college education have meant to them, both in terms of the enrichment of their lives and in terms, for at least some of them, of successful occupational entry. In our own experience these self reports have been very satisfactory. My distinct impression is that this is true for community junior colleges generally. Certainly we shall need to buttress these self reports by more objective indications of such items as more effective citizenship, happier home lives, more constructive contributions to the community. It is my guess that these indices will be forthcoming in clear and unmistakable terms over the next several years.

For the other group, those who do indeed transfer to four-year colleges, the evidence is clear and voluminous and overwhelmingly affirmative. Studies after studies--national, regional, and state-wide--have indicated that, by and large, community junior college students who transfer to four-year colleges do as well as the native students in their upper division studies and that the transfer students do as well in upper division as they themselves had done in their junior college program. There are, of course, minor exceptions from field to field and from college to college, but the question of the ability of junior college transfers to perform effectively at the upper division level is no longer seriously entertained.

There has indeed tended to be an academic sag experienced by transfer students in the first term of attendance at the upper division college. This temporary difficulty seems to be experienced by all transfer students and is not confined to students who transfer from junior colleges. The difficulty seems to be associated with difficulties of orientation and with the problems of coping with new surroundings that mark many human activities when we are confronted with new situations and new problems. The fact that transfer students from junior colleges overcome this sag and end their academic programs with accomplishment comparable to native students is, therefore, all the more remarkable.

The major remaining area allotted to me for discussion is that of student personnel services. These services have been defined as those which contribute directly to the educational aims of the college by complementing and supplementing classroom instruction, and those which contribute indirectly by preparing the student to take advantage most effectively of the entire resources of the institution in meeting its educational aims. These services range from the fairly routine such as the admissions and registrations procedures to the highly complex and professional services subsumed under such titles as guidance, testing, and counseling. These services are in no sense extras or frills. In any well developed statement of educational objectives of an institution of higher learning, several of these objectives will be seen as ones that yield in a major way to the services of guidance and counseling; in fact, if the college states its objectives in the form of desired student change, there will be none, in my opinion, that does not yield considerably to the services afforded by an effective student personnel program.

The essential features of such a program have been neatly delineated in a brochure prepared by the American Association of Junior Colleges under the sponsorship of its Student Personnel Commission and written by J. W. McDaniel. As McDaniel and many others have pointed out, if education takes place at all it takes place only within an individual human being. In these days of booming population and mass education, student personnel services have as their overriding aim the individualization of education. With this objective in mind an effective program of student personnel practices should help each individual student:

1. to obtain information concerning the college prior to his enrollment,
2. to make appropriate educational and vocational plans in order that his instructional program can be of optimum value,
3. to choose the best levels of the various course offerings in respect to his aptitude, abilities, and interests,
4. to register for a program of studies and to become familiar with the facilities and equipment and materials of the institution designed to meet his purposes,
5. to help him with the ordinary problems of living in the college community, including assistance with housing, finances, and health,

6. to obtain objective evidence concerning his aptitudes, abilities, and interests through testing and other analytical devices and to interpret this information to him in ways that will help him make meaningful choices and decisions.

Such educational services are of vast importance at every level of educational opportunity in the elementary school, secondary school, college, and graduate school, but at no place, in my opinion, do their potentialities offer more than at the junior college level. This is true because of at least three factors. First, the age and maturity level of junior college students is such that they are able to view with a considerable degree of objectivity their own abilities, aptitudes, and interests. Studies have shown, for example, that objectively measured interest patterns revealed by college freshmen and sophomores do not change basically throughout life. At the same time, students for the most part are at an age level where decisions can be made consonant with the best possible utilization of vocational and educational opportunities. The first two years of college represent an important choice point for most students in many important spheres of life activity. An effective program of student personnel services would go far to insure that this possibility becomes a reality.

The second factor that makes the junior college setting a particularly appropriate one for effective guidance services is the diversity of the offerings at the comprehensive junior college. Contrast, if you will, the relatively small numbers of choices open to the student at the secondary school level or at the upper division and graduate levels of education to visualize the expanse and the importance of the decisions he makes at this particular period. The very comprehensiveness of the community junior college program offered to give the great variety of students a wide variety of choices requires the most effective kind of professional assistance to insure that these choices will be wise ones.

A third factor militating for strong student personnel programs at the community junior college is the relationship of the community college to the life of the community itself. This educational institution, eager to respond to the ever-changing and complex needs of community life in mid-twentieth century, must provide the means whereby its citizens can utilize these resources to the fullest extent. This is true not only of the typical freshman and sophomore student in the college transfer program, but is equally true for the adults of the community as they participate in continuing education, about which Dr. Ready will speak, and as they make choices within their occupational fields and in their personal lives. It has been estimated that the average gainfully employed individual changes his field of occupation as many as three or four times within a lifetime. Adequate guidance services offered through a community junior college will go far to determine if these changes are necessary and desirable, and, if so, that the changes be wise ones.

The importance of effective student personnel practices at the junior college level has been underlined within recent months and years by the attention it has received from professional associations, educational foundations, important independent groups like the Southern Regional Education Board, and the legislatures of the various states and the Congress of the United States. In Florida, for example, as part of the master junior college plan developed by Dr. James L. Wattenbarger and his associates, specific provision for the financial support of professional student personnel workers was incorporated for the first time in Florida public education. The Congress has recently passed and is presently considering legislation that would make available greater facilities, including opportunities for the preparation of workers in this field. The American College Personnel Association, long devoted primarily to student personnel work in four-year colleges and universities, has recently devoted a considerable portion of its attention in its national programs to the junior college field through its Junior College Commission. The American Association of Junior Colleges through its Student Personnel Commission, largely under the able direction of Dr. Thomas B. Merson, Assistant Director of the Association, has moved this professional work forward with giant steps. Largely under the impetus of the Association and its Student Personnel Commission, the Carnegie Foundation has recently established with a $104,000 grant an independent committee of prestigeous educators to do what it can toward appraisal and development of this important field. This study, among other things, purposes to appraise the cultural setting with its implications for the development of effective programs, to assess and appraise existing programs, and the availability of professional workers to staff them, to examine resources of education for junior college personnel workers, to establish developmental centers which may serve as models, and to determine research methods by means of which the results of good programs can be more carefully and more thoroughly evaluated. These legislative acts, these studies, and these proposals, it is believed, will go far toward continuing and developing the kinds of student personnel programs that are so essential to the continuing development of this most interesting educational phenomenon, the comprehensive community junior college.

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THE ADULT EDUCATION AND COMMUNITY SERVICE FUNCTION OF THE COMPREHENSIVE COMMUNITY COLLEGE

I. Epps Ready, Director
Department of Community Colleges
North Carolina State Board of Education

Throughout the United States, there is increasing recognition of the urgency of extending universal educational opportunity beyond the high school. It is also being recognized by many people that the comprehensive community college is an institution uniquely adapted to the accomplishment of this goal. This is true because of the comprehensive curriculum offerings of the community college and because the community college has an open-door admission policy. Any person beyond the normal high school age can be admitted to a truly comprehensive community college and find somewhere in the curriculum offerings of this institution an educational program fitted to his ability and to his needs.

While the door to the institution is open, admission to specific programs is selective. Others have or will discuss the college parallel programs, the technical programs, and the vocational programs. All of these have certain specific admission requirements. The general adult program, however, makes it possible to provide remedial instruction of whatever level the applicant requires. For the full-time student, therefore, this provision for elementary and secondary studies for adults makes possible the open-door admission policy.

Remedial instruction is only a part of the general adult education program of a community college, though it is a very important part. In providing for the educational needs of adults in the commuting area of the institution, the community college is in a position to offer, in addition to the organized curriculum programs, almost any courses of varying lengths that may be needed in order to raise the educational or cultural level of the people of the community.

Adult education is sometimes defined as continuing education. This definition recognizes the fact that formal opportunity for education is necessary throughout life. This is true for every individual, regardless of the previous level of education that he may have attained.

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Businessmen and women of today would not think of trying to compete in our free enterprise system with machinery that is fifteen or twenty years old. But we do find people trying to compete with education that they obtained fifteen or twenty years ago. In all walks of life, we find changes that make it impossible for us ever to finish our education. Because of changes in political, social, and economic life, we must have adult education opportunities.

I am not sure that everyone will agree with us, but we in North Carolina have accepted the responsibility of the community college to provide a completely comprehensive curriculum, including the area of general adult education and community service. Under general adult education, we list those courses of an elementary or secondary level type that may be needed by adults to complete the basic education that they somehow missed in the public schools. We are experiencing a great demand from adults of all ages for an opportunity to complete the equivalent of a high school education. We are also finding a surprising number of adults who need to learn how to read and write. These adults are highly motivated and work hard. It is very rewarding to the teacher of these adults who may be illiterate or may be high school dropouts to see the joy and gratitude with which they welcome this opportunity to improve their education.

We are also experiencing a satisfying demand for courses in the general area of family life improvement. The study of child care, of family budgeting, of interior decoration are only a few of the studies that are needed and welcomed by adults.

Citizenship education is another important area. A representative democracy where suffrage is universal cannot long survive without an informed electorate and competent leaders. Courses in various areas of citizenship responsibility, in the true meaning of democrary, in the skills of group discussion and decision making, in public speaking, and many others are examples in this area.

There is another area of need in adult education that we might call self-improvement. For some, these may be studies needed to improve a person's ability to use leisure time wisely. For others, it may be an opportunity to satisfy intellectual curiosity. In this area we might mention such courses as studies of the great books of literature, or foreign relations as they affect the average citizen, or the implications of the space age for the average citizen. We might add in this general category the study of art, or music, or any other subject that might raise the general educational and cultural level of the people.

There are other areas of study that we might list more in the recreational or hobby area. It is difficult, however, to separate hobbies from occupations. There are many people who have developed interests and abilities through hobbies and later have put these to use in earning a living. This is particularly true of a person who reaches retirement age and then might, through his hobby, develop a profitable occupation for his later years. Some of the courses that might be listed in this area are those that relate to the arts and crafts, such as woodworking, or courses on how to fix your automobile, or typing for personal use.

And then, of course, we have the whole area of short courses of various occupational types that may be listed as part of the regular curriculum under the vocational function of the community college or might be a part of the general education program where students are not working for credit but are working to improve their competence on the job or their preparation for another job. It often happens that the largest proportion of the student body of the institution is that proportion enrolled in part-time courses rather than full curriculum programs.

The community college also has a community service function. If no other agency in the community is providing this type of service, the community college should become the cultural center of the commuting area. Opportunities for people in general to attend music concerts or lectures or art exhibits could be examples in this area.

The general adult and community service role that the community college serves rounds out the total curriculum offerings of the institution. With only the organized curriculum programs in college parallel, technical, and trade level courses, the institution would not have an open-door but a revolving door. The general adult and community service function permits the institution to serve truly the needs of all people who are beyond the high school either because they are graduates or because they are now older than the normal high school age group.

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LOCATION OF NEW COMMUNITY COLLEGES

Lee G. Henderson, Assistant Director
Division of Community Junior Colleges
Florida State Department of Education

Just one year ago the youngsters in our neighborhood gathered intently in front of the television set to watch the all-American Soapbox Derby. They were entranced by the emotion of the crowd, the excitement of the race, and the thrill of the winner being awarded his trophy. In flights of imagination each of these youngsters pictured himself standing in the winner's circle, receiving the trophy and the $7,500 college scholarship that goes with it. And with boyish enthusiasm and abandon they were soon busy building a racer. From around the neighborhood came assorted boards, bolts, nails, and odd wheels. The result of their eager efforts was an awkward, ungainly contraption which rolled down the hill and into the ditch, but no further.

They soon realized that this was no championship racer. But their enthusiasm never waivered. They sought out odd jobs and saved their money to buy a set of wheels. Scraping together every penney they could earn, they finally got the wheels. The racer was rebuilt and this time was much improved. When time came for the local soapbox derby they eagerly went to enter. Imagine their disappointment when they learned that their entry did not meet derby specifications and was not eligible.

The point of this story is that a little foresight and planning could have prevented this disappointment, this frustration, and the countless wasted hours.

Lack of planning can be expected in the case of eleven and twelve year old boys, but it is inexcusable in the case of mature adults. Too often, I am afraid, community colleges are planned much like our neighborhood soapbox racer. We know that community colleges open the doors of opportunity to post-high school education for many people. . . We know that they are the most rapidly growing element in our system of higher education. . . We know that they are economical. . .We know that they give promise of providing a wide diversity of vocational, technical, and occupational programs as well as academic programs. . . So like the neighborhood youngsters we

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tend to run out in a burst of civic pride and start a college. And too often, like the soapbox racer, the unplanned colleges may coast down the hill but will never win the race. *Only through careful state-wide and local planning can community colleges achieve their potential service to all of the people of the state in the most economical manner*.

There are three major points which must be considered in any discussion of the location and establishment of new community colleges. *The first is the importance of state-wide planning*. *The second is the criteria which should be used in determining the location of community college districts in accordance with the state plan*. *And third is the importance of a local study as a basis for establishment of a community college*.

The Commission on Legislation of the American Association of Junior Colleges in its handbook on *Principles for Legislative Action for Community Junior Colleges* lists as its first principle the following:

> Community junior colleges should be established in accordance with an overall state plan for higher education which provides for diversified educational programs and a geographic distribution of opportunity.

The handbook goes on to point out that if a state is to develop a sound, legal basis for public community colleges it first must identify a procedure which will insure their orderly development and operation. This procedure includes a complete state-wide survey of the higher education needs in the state and should result in a comprehensive state plan to meet these needs. The legislature has the responsibility for authorizing and financing the preparation of a state plan as well as for defining its scope and the nature of its study committee membership. An effective state plan will, among other things, recognize the geographic distribution of the population of the state and provide for equality of educational opportunity to citizens living in both sparsely and densely settled areas. Such opportunity will include provisions for a wide diversity of vocational, technical, adult, and academic programs. The plan should also give consideration to the ultimate inclusion of all parts of the state within community college districts.

The need for state planning is well documented and generally accepted. Most states in our southern region have some type of plan for the development of higher education, be it formal or informal. But all too often the plan does not provide fully either for a geographic distribution of opportunity or for the needed diversity of post-high school opportunities. In such cases the overall needs of the state are subordinated to individual local needs and local pressures for the establishment of community colleges. The lack of an overall state plan for the location of community colleges not only makes possible, but also encourages, the overlapping of desirable college service areas, on the one hand, and the creation of educationally deprived areas with no opportunities for post-high school on the other.

The southern region has long provided leadership in state-wide planning of community colleges. Back as far as 1950, Jessie P. Bogue, a pioneer of the community college movement, in his book, The Community College, stated that Mississippi "has the most complete state-wide planned and executed system of community colleges." Since that time other states, such as Florida and more recently North Carolina, have developed and adopted state-wide plans for the location and operation of community colleges which have been widely quoted as examples of wise and farsighted state planning.

Within the region, however, there are also examples of lack of planning. As you are well aware, some states in our region have made no provision for community colleges in their statutes. Other states have plans for financing and have minimum standards for establishment of a community college, but leave the location entirely up to the initiative of local districts. To my knowledge only three or four states in our region have comprehensive long-range state plans providing for the orderly development, for financing, and for coordination of a system of community colleges to provide a diversity of post-high school education for all its citizens.

The necessity of adequate state planning was well summed up by A. J. Brumbaugh in Guidelines for the Establishment of Community Junior Colleges as follows:

> Careful state-wide planning is the key to an effective system of higher education. As a means of extending full opportunity for post-high school education for all who seek and profit by it, the community college has an important role. To play their role effectively, the community colleges must be established in conformity with predetermined guidelines.

The second point is that there are three general factors or groups of factors which should be given consideration in the location of community college districts in any state plan. These are (1) the immediate and potential size of the community college district, (2) an adequate basis for financial support, and (3) the accessibility of the college to the students to be served. In addition to these general factors, the plan should consider the previous history of the state, the composition of local school districts, geographic features of the state, and other unique aspects of the state which would have a bearing on the size and type of community college districts to be organized.

While each of the above factors should be considered in developing any state plan, the specific criteria used for each of these factors will vary from state to state. A state plan must be tailored to the needs of the individual state. An obvious example of the need for variation of criteria from state to state would be in the matter of minimum size. California, for example, suggests that a desirable size of a community college is 3,500 students. To use such a figure as a minimum criterion in the southern region would rule out community college opportunities for any except persons living in a few metropolitan areas.

There is almost unanimous agreement among persons working in the community college field that there is a minimum size below which community colleges cannot operate economically or provide a diversity of programs. And there is a surprising amount of agreement in general terms as to what this minimum size is. The majority of the states which have incorporated minimum criteria either in law or in regulations require a minimum potential enrollment of from 400 to 500 students. While a number of states earlier had used minimum as low as 100 students, most of the states recently conducting state studies have also used either 400 or 500 students as the minimum. In 1963 the Texas Board of Education in its regulations increased the minimum criteria from 200 students up to 500, but it did make provisions for lowering this to 250 for educationally deprived areas. North Carolina's state plan indicates 400 to 500 students as a desirable minimum standard. The master plan of the State University of New York requires that a minimum of 500 students is needed for a community college "to provide a basic college transfer curriculum plus one or more occupational programs." A potential of 400 students is required in Florida.

After seven years of operation in Florida under the existing criterion, we are convinced that, for our state at least, a minimum potential of 400 is a valid figure. We are concerned with diversity of educational opportunity including the provision of occupational programs of all types for persons beyond the normal high school age. We have found that it is possible to provide quality basic liberal arts and college transfer programs in institutions of less than 300 persons, but it is exceedingly difficult, if not impossible, to develop occupational programs in these institutions. In such colleges the employment possibilities in any one occupational grouping are relatively small and as a result the number of students interested in employment and in training in any one field is too small to be practical. As a consequence, occupational programs in small colleges become prohibitively expensive. In addition to the limitations on curricula imposed by size, we have also found that small colleges are more expensive to operate. In 1962-63 our colleges varied in size from 180 students to 3,000. The smaller colleges not only had a much more limited curricula offering but also operated at a cost of over $100 per student in excess of the larger ones. The per student cost in one or two of the smaller colleges was even as high as $1,100 per student as compared with the state average cost of $570 per student.

The potential enrollment may be computed in many ways, but generally it is related to enrollments in the high school or to high school graduates. However, there are other factors which must be considered in determining potential. The adult population in the district must be considered. The explosion of knowledge and new technical processes in industry are dramatically increasing the educational needs of the adult population. It has been estimated that each person now entering the industrial labor force will have to be retrained at least twice during his lifetime to overcome obsolescence of his occupational skills. These changes have already had a great impact on the enrollments in community colleges. It is not uncommon for adult enrollments to exceed the enrollment of college age students in a community college, and in some cases adult enrollments are more than triple the enrollments of persons of normal college age.

The proximity of other types of post-high school institutions, either public or private, obviously will have an effect on the percentage of high school graduates who will continue in the public community colleges. However, it has been the experience in most areas that as a community college becomes more comprehensive and offers increased opportunities for occupational education, the existence of other colleges becomes less and less a factor in determining potential enrollment. Our experience in Florida has been that the establishment of a community college simply makes available opportunities for higher education to students who previously have not been able to attend any post-high school institution, many because of economic reasons.

The second factor which must be considered in the location and establishment of a community college is the provision of an adequate base of financial support. Because of the wide variety of financial support programs there is no generally accepted criterion for measuring local financial support. Of course, if the college is to be supported entirely by state appropriations and student fees, the minimum financial support criterion will be built into the state plan. However, most community college programs require some local support, and historically states have established a minimum criterion of financial support based on the assessed valuation of the proposed district. In recent years there has been a tendency to be less concerned with the minimum assessed valuations and more with general evidence of ability to support the community college. It will suffice here simply to say that any district or service area for a community college must have sufficient wealth or sufficient resources to provide adequately that portion of the community college operating expenses which must come from the local area.

The third factor which must be considered in locating a community college district is accessibility to students. State-wide studies of the need for two-year colleges consistently have pointed up the principle that accessibility is a major factor in determining the attendance of students at any college. Where public transportation is available, this also should be given major consideration. The best evidence available today from the studies made across the country would seem to indicate that the community college effectively serves an area of not more than 25 to 30 miles in radius, or measured another way an area in which it is not necessary to travel over 45 minutes or one hour each way to the college from the outer limits of the service area. Experience shows that beyond this limit the student potential drops very rapidly. Accessibility to the population to be served is of major importance not only in identifying a community college district, but also in determining the actual location of the college within the district.

Following the actual location of community college districts within an over-all state plan there is one additional step necessary -- one additional criterion which should be met -- before a community college is established in any area. The Commission on Legislation in its handbook states it as follows:

> A local community junior college should be established only subsequent to a survey which will determine the relationship of the proposed district to the state plan and the readiness of the proposed district to accept its share of responsibility.

It is generally agreed that community interest, understanding, and support for a community college are essential to successful operation of such an institution. However, the determination of this local interest is perhaps the most difficult fact to establish. The penetrating analysis of a good local survey is likely to be the only way that this interest can be established objectively.

The above mentioned factors are helpful not only in developing potential service areas for community colleges in the state, but they are also useful in developing a system of priorities for implementation of the state plan. Such priorities should be based on educational needs and the readiness of the local area to adequately support a community college.

G. Horace Hamilton in his study for the North Carolina Board of Education identified 55 potential community college areas in that state, which he then broke down into various priorities based on potential enrollment, location of private colleges within the area, and the extent to which the private or other colleges were meeting the educational needs of the area. These priorities gave a guide to the Legislature and to the people of the state for the orderly establishment of community colleges based on needs.

Florida is another example of how these factors may be used to establish a system of priorities. In its state plan, adopted in 1957, 31 potential community college areas were originally identified which would ultimately serve 99 per cent of the population of the state. These areas were then divided into four priority groupings. Priority one included those areas which were characterized by large concentration of population, high indication of the need of educational services, a demonstrated positive attitude toward the establishment of a community college, and definite indication of ability to contribute to the support of a community college. Priority two included those areas which met the requirements of population and needs for services, but did not reach a comparable level in the expression of a favorable attitude toward the community college or the ability to support such a program. Priority three included those areas in which the potential enrollment for community colleges was between 200 and 400 students and, therefore, did not meet the 400 minimum needed for priority one. Priority four included all other areas which had an even smaller potential and which should be developed only in the future when additional evidence of growth, interest, and support become available.

At the time these priorities were established Florida had four community college areas operating. Counties have been moved from priorities two, three, and four into priority one on the basis of local surveys which presented evidence of population, need for services, attitude toward a college, and ability to support a community college. This fall there will be 19 areas in the state operating community colleges and one additional area organizing to open a college in 1965. Two other areas have been authorized by the Legislature to operate community colleges, and local studies are currently being conducted in two more areas. Only three areas have not as yet begun their local studies. This fall 70 per cent of the population will be within commuting distance of a public community college. In Florida a system of priorities is providing for the orderly and economical expansion of a system of community colleges to serve the entire state by taking into account the relative needs of the various areas of the state.

One of the most recent state-wide plans for higher education is that of the far-western State of Hawaii. In reading the Hawaii study, I was struck by an introductory quotation to the chapter on establishment of community colleges. The quotation well summarizes the thoughts I have been trying to convey to you today. It reads:

> The prospect of a system of community junior colleges in each state is an attractive one to many educators and to many legislators. However, the ultimate success of any community junior college system depends upon the way in which the initial idea is executed. The community junior college system is desirable only if it has been carefully planned and developed to meet genuine educational needs. Community colleges will be little more than expensive 'white elephants' if . . . they are scattered promiscuously over the land in response to political whims or social pressure.

When I checked the author I found that Hawaii had taken this quotation from a statement made by Winfred L. Godwin in a publication of the Southern Regional Education Board. I don't believe it can be said in a better way.

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VALUES AND VARIABLES IN ORGANIZING AND FINANCING PUBLIC COMMUNITY COLLEGES*

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The question you have asked me to help you discuss at this session of the 1964 Southern Regional Education Board Legislative Work Conference is as old as the oldest two-year college in the nation. Moreover, the question of organizing and financing these publicly sponsored institutions is one which educators and legislators must face for years to come.

Community colleges are dynamic. They will not sit quietly and wait for us to examine them from all angles. They are in constant motion. Like a robust adolescent, they are just beginning to show their true potential and take on the shape of maturity. What the final shape of that maturity will be, none of us can really foretell.

Before we can discuss the question intelligently, we must first of all be aware of the educational and social values we seek to promote. And second, we must carefully analyze the variables which influence our decisions about the organization, administration and financing of our community colleges. This is why I chose the title "Values and Variables in Organizing and Financing Public Community Colleges" for my discussion with you today

The public community college is unique in the U. S. educational system, and it stems from a uniquely American ideology which reflects our ideal of providing the opportunity for each individual citizen to reach the maximum achievement of which he is capable, limited only by his own ability and will to succeed.

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*Although these institutions are known by various names such as junior colleges, technical institutes, university centers, or community colleges, the term community college will be used in this paper because it is the most common one and because it most accurately describes the comprehensive service that these institutions are increasingly coming to provide.

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From their very inception, around 1900, public community colleges have been shaped by broad economic, social, and cultural forces. Technological development, the shift from rural to urban living, and the ever-growing mobility of the American people all contributed to the demand for the kind of education the community college can provide. These influences arose from the main stream of American life rather than from formal, organized educational planning. Educational leaders who saw the necessity of adapting the educational structure to a dynamic America recognized the need for public community colleges and gave these institutions their support. Writing in the early 1920's, after a nationwide survey of junior colleges, Dr. Leonard V. Koos wrote:

> There can be no doubt that a movement which develops through these variations and to such proportion during such a brief period of time, for itself and on account of its relationships to other units in the educational system, is deserving of more scrutiny than it has had, both for the purpose of evaluating it, and, in the event of its being found a desirable addition to the educational system, of marking out appropriate lines for its future development. 1/

Today the need for public community colleges is no longer debatable. If the educational needs of our people are to be served, community colleges are indispensable. Their growth both in number of institutions and in size of enrollment is ample evidence. You have already heard statistics substantiating the claim that the community college is the fastest-growing segment of the American post-high school educational system. I will not repeat them here. I am sure you will be interested in learning, however, that for each of the past eight years, an annual survey of state legislation relating to higher education with which I have been associated, has shown that state legislators have given strong attention to the community college.2/ As a result of this legislative attention, there are now public community colleges in 43 of the 50 states, and in Puerto Rico. In the 16 member states of SREB, only three (Delaware, South Carolina, Tennessee) have no public institutions of the community college type. However, of the 13 states with some such colleges, only six (Florida, Georgia, Maryland, Mississippi, Oklahoma, and Texas)

1/ Leonard V. Koos, The Junior College, p. 13, Research Publications of the University of Minnesota, Education Series No. 5, Volume I, Minneapolis, Minnesota: University of Minnesota, 1924.

2/ Ernest V. Hollis and S. V. Martorana, State Legislation Relating to Higher Education, January 1, 1963 to December 31, 1963, Circular 748, U. S. Office of Education, Washington, D.C.: Government Printing Office, to be published in late 1964.

have a structure facilitating development of comprehensive institutions planned from a state-wide perspective of need. Recent developments in Kentucky, North Carolina, and Virginia may enable these three states to join this last listing. Please note that I have recognized all states that have any kind of public two-year college. Some named have only very rudimentary developments of what could truly be called a "public community college."

Caught up in the enthusiasm and drive of the accelerating community college movement, however, we sometimes forget that this development is part of a kaleidoscopic scene. The public community college owes much of its success to the fact that it is an emergent institution in a shifting social, political, economic, and cultural setting. From your positions of leadership in your own states, you are alert to these swiftly changing conditions.

The point I want to emphasize here is that as conditions in the several states and in surrounding communities change, techniques for organizing and financing public community colleges must change also. This is why the questions of organization and financing have not yet been finally or satisfactorily solved. Because communities have such widely contrasting "personalities" -- different from each other's and from their own of the day before yesterday -- development of a standardized or consistent approach to community college organization and finance has not been possible, and probably would not be wise even if it could be accomplished.

In trying to adapt our methods to new and changing demands, it is hard not to lose perspective. We need to bear in mind our fundamental reasons for establishing the public community college -- we must never lose sight of the values we cherish and hope to promote by means of these colleges. As legislators and leaders in education in your own states, you know better than anyone else how essential it is always to keep your basic values clearly in view as a guide to wise, farsighted public policy, and legislation.

It is all too easy, in the struggle to keep pace with growing demands, to forget the fundamentals and allow the mechanics of administration and support to absorb our energies. I would be the last to deny that the mechanics are important, and later on I will attempt to describe for you some of the administrative structures and formulas for financing public community colleges, as well as some of their antecedents. Before I do this, however, the underlying values need to be re-emphasized, and the variables that enter into these matters need to be identified.

Values Fundamental to the Community College

The rise and rapid expansion of public community college reflects the pervasive influence of five basic value judgments. These concepts have defined the kinds of programs offered by community colleges and have influenced changes in organizational and financial patterns. No doubt you will be able to relate them to comments already made by B. Lamar Johnson, Norman Harris, and others in their presentations to earlier sessions of this legislative workshop. The five values evident in community college development may be stated as follows:

1. The value of expanding educational opportunity for all, so that universal or nearly universal opportunity extends for two years beyond high school.

2. The value of offering a widely democratized educational program which accommodates the full range of talent and interest found in the many individuals who seek and need greater opportunity through more education and training.

3. The value of meeting local community needs, not only by providing broader opportunity for individuals, but by providing also the trained manpower needed by business and industry.

4. The value of dividing the total educational tasks for which a state is responsible so that each type of higher educational institution -- community college, state college, and state university -- will be able to formulate a clear role and provide a specific program of services within the total educational structure of the state.

5. The value of adapting the public community college to the total state structure so that both the educational interests of the state as a whole, and of the local communities in which the colleges are located, are adequately served.

Admittedly, these are value judgments. Individuals and groups will differ about their importance, singly or collectively. However, two points must be emphasized.

First, the values just stated are the ones which have determined the development of American public community colleges, with respect both to their programs and to their financing. Second, departure from these values will lead to conclusions different from those now accepted, both as to structure and financing. For example, if those responsible for determining public educational policy in a state reject as a driving value the desirability of nurturing all constructive talent, it follows that community colleges will be organized to develop certain selected abilities but not others. Some may say that only those talents required for the professions should be encouraged and will therefore support only the pre-professional arts and science courses. Such a decision would be at variance with the traditional, 60-year development of the public community college.

Variables We Must Consider

Having set forth the value concepts basic to a sound public community college structure, we can now turn to techniques of handling the variables in such a way that the values will be maintained.

Two important and related variables demand notice. The first is the amount of state control, and the second is the amount of local control, which will best serve the interests of the community college. If too much state control is permitted, the third value -- service to citizens and employers in a local area -- may be jeopardized. If too little state control is allowed, the fourth and fifth values -- protection of state-wide interests, and clarifying the role and scope of all types of state-supported or state-aided higher educational institutions -- may be lost.

And at both levels of control, state and local, other variables enter the picture. Let us look first at some of these variables at the state level. Here it is necessary to determine the degree of coordination and articulation with (1) the state's system of four-year colleges and universities; and (2) with the elementary and high schools, and, in view of recent developments, especially the vocational offerings which are, in my judgment, properly a part of the comprehensive high school programs. Because the community college forms the bridge between high school and advanced collegiate study, it must be coordinated and articulated with both. Decisions must be made also as to the extent of control by certain noneducational state agencies such as a department of administration, personnel, civil service, or budget. No doubt your own experience will call to mind illustrations of the complex interrelationships which often develop in state administrative affairs among agencies such as these and which bear on the actual or potential development of community colleges in your own state.

Much the same kinds of variables are found at the local level with respect to the organization of community colleges. Some of the important considerations can be highlighted by asking such questions as these:

1. To what extent can the membership of a local controlling agency be fully representative of the geographic area which provides tax support for the community college and of

the area from which the students come? (Keep in mind that many students drive cars or perfer to live away from home to attend college.)

2. To what extent should the local controlling agency be legally separate and independent of other local educational agencies such as those responsible for elementary and secondary schools?

3. To what extent should the local controlling agency (either separately or in association with agencies responsible for other educational levels) be fiscally independent of other local governmental agencies such as county boards of supervisors or city fiscal or budget officials? In Maryland, for example, the community college board is the local county board of education, but with a distinct legal responsibility for community colleges and without power to levy taxes or make final decisions on budgetary matters. In Maryland these duties are performed by the local county government.

With respect to financing community colleges, four rather obvious variables can be identified and are considered to varying degrees in formulas for supporting these colleges. These same four variables, you will notice, are available when developing a formula either for meeting current operating costs or for paying for capital construction. The four items are: (1) the amount that local tax sources should provide; (2) the amount to come from state tax funds; (3) the amount of costs to be met by the student in the form of direct payments for tuition or general fees; and (4) the amount that should come from other sources such as gifts and grants, endowment funds, the federal government, and the like.

How Organization Patterns Vary

As participants in this legislative work conference, you are sure to be most interested in the organizational structure and the methods of financing which most effectively promote the values we have just described and which keep the variables in proper proportion. In all honesty and realism, I must tell you that widely different views are held, even among educators, as to the best method of organizing and financing community colleges. Although there is strong consensus in the minds of most educational and political bodies as to the values to be upheld, differences in educational history and development in the several states have led to varying organizational and financial approaches.

Nonetheless, several large groupings of the 50 states can be made to illustrate major ways that questions of organization have been resolved, at least for the time being. Moreover, enough experience has been accumulated in some states to enable them to take new steps, and others to benefit by their experience. These trends will be of interest to you.

Variations at State Level

Let us first consider the predominant patterns of organization at the state level and some recent developments which may point to new trends. At the close of the 1964 legislative sessions thus far reported, as I have already noted, there were 43 states in which public two-year colleges of the community college type were operating. It is significant, too, that at the same time 40 states had approached establishment of public community colleges by enacting general enabling legislation authorizing specified local or state educational authorities to found and operate such institutions. Most recent of these were Pennsylvania (1963) and Hawaii (1964). This means that only seven states have no public institutions of this type at all and only eleven fail to approach their establishment from the platform of a general state-wide statute.

Among the states with public community colleges currently in operation, three groupings appear in specifying the state agency responsible for community colleges. The largest group, comprising 21 states, gives this duty to the state agency responsible for the public elementary and secondary schools, usually designated as the State Board of Education. Examples of states in this group are California, Missouri, North Carolina, and Washington. Another sizable group, 15 now that Hawaii has been added, gives the responsibility to the agency which is also responsible for state-wide coordination and supervision of four-year colleges and universities. Oklahoma, North Dakota, Wisconsin, and Kentucky are among this group of states. A few states, seven at present (Arizona, Massachusetts, Michigan, Minnesota, New Hampshire, Ohio, and Wyoming), place state-level responsibility for community colleges in the hands of a separate state board with jurisdiction only over these educational institutions. Michigan just joined this group by legislative action in 1964.

The states in this last group are worth noting, however, because others may follow them. Minnesota took the step in 1963, abandoning a long tradition of state control of community colleges by the State Board of Education. The recently published state plan for higher education in

Illinois recommends a separate board at the state level for community college purposes under a state-wide coordinating board responsible for all higher education.[3]

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[3] State of Illinois Board of Higher Education, A Provisional Master Plan, p. 42, Springfield, Illinois: the Illinois Board of Higher Education, March, 1964.

While the three groupings just cited are predominant, there are many slight variations on the main themes. Florida and New York, for example, are both hard to categorize within the three major groupings because each has a state agency which is responsible for all educational matters. This is the Board of Regents of the University of the State of New York, in my home state, and the State Board of Education in Florida. Nevertheless, much of the direct responsibility for coordination, planning, and supervision of community colleges in both of these states has been delegated by law to other special agencies. In New York the Trustees of the State University of New York bear this responsibility, while in Florida it is a special State Board of Junior Colleges whose staff is a Division of the State Education Department under the State Superintendent of Public Instruction.

Though practice, therefore, is seen to vary widely, there is strong consensus among both educators and legislators, as evidenced by their writings, public pronouncements, and official actions, that there needs to be a specific locus of state responsibility for community colleges. This is needed for the effective advancement of education generally and for the promotion of strong community colleges specifically. Without it, there will be doubt and confusion over protecting the broad and special interests of the state.

Variations at the Local Level

In recent years local patterns of organization have also shown some significant changes and new directions of development. Ten years ago, most of the public community colleges were organized as parts of local unified school districts: that is, they were under the jurisdiction of local boards of education which also controlled the lower public schools. At that time, 41 per cent of the institutions of this type were parts of local school districts with elementary and secondary schools. In comparison, 27 per cent were separately organized as junior college districts of one type or another, that is, as local, county, or joint county. Six per cent were parts of fully state-controlled institutions, autonomously administered by a board responsible only for the colleges. Eighteen per cent were parts of the state system of four-year colleges and universities administered as part of a university system of multiple units under a single board of control,4/ and eight per cent were classified under a miscellaneous category.

4/ S. V. Martorana and D. Grant Morrison, Patterns of Organization and Support in Public Two-Year Colleges, p. 2, Circular OE-52000, Office of Education, Washington, D.C.: Government Printing Office, 1956.

As part of the preparation of this paper I made a new count of the public institutions listed in the most recent directory published by the American Association of Junior Colleges and the federal Office of Education. Both need to be consulted, as each lists some colleges not mentioned in the other. The results of a count in 1964 differ dramatically from those of a decade ago. Among the 472 public junior colleges listed in either or both directories (the 1963-64 directory of the Association or the 1963-64 directory of the federal office), 172, or 36 per cent, are administered by boards responsible also for lower schools; 166, or 35 per cent, are separately organized with individual local boards and supporting districts; only 19, less than five per cent, are autonomously administered state institutions; and 114, about 25 per cent, are parts of university systems with a single board responsible for the entire system. Thus, you see a decline of five percentage points in the presence of unified school districts operating community colleges; an increase of five percentage points in the frequency of separately organized, locally controlled institutions; and an increase of seven percentage points in those administered as parts of state-wide university systems. Two basic forces have, I think, brought about the observed changes. First is the basic need for larger administrative units and a sufficient tax base to operate good community colleges. In many states the local school district is too small. Second is the increasing recognition of the universities that lower-division programs can be effectively decentralized.

How Patterns of Financing Vary

By now you realize that variety characterizes community college development. If I were to attempt a count of the assorted formulas for financing public community colleges now in use in the 43 states where these colleges are now in operation, you would be even more certain that variety is the nature if not the spice of the community college. But rest easy -- you'll be spared this exercise in statistical and mental gymnastics.

Basically, there are four factors that can be incorporated into a formula for financing public community colleges. Perhaps the wisest use of our time would be to concentrate on the principal ways these four factors have been used. As I have already pointed out, the four variables are: the amount of the costs to be met by direct charges to the student; the amount to be paid from local tax sources; the amount to come from state tax sources; and the amount that can be secured from "other" sources. These four factors must be considered differently when meeting current costs than they are when financing capital development.

Financing Current Operations

States where public community colleges are now in operation fall roughly into four groupings when formulas for current operating costs are examined: (1) those that provide community college education free to the student; (2) those that place costs on the state, locality, and student; (3) those that rely only on student payments; and (4) those financed by the state and student payments.

Contrary to the expectation that might have been created by the stress placed earlier in this discussion on keeping opportunity to the student high and direct costs to him low, only two states provide community college educational opportunity on a tuition-free basis. A study completed in 1962 showed that this is done in California and Kansas.5/ There has been no change as a result of the 1963 Office of Education legislative study or state legislation thus far reported in 1964.

The study just referred to showed that in 21 states the state, the locality, and the student shared the costs of current operation. Only California, Kansas, and Mississippi received no income from tuition charged to resident students in the formulas used for financing local public community colleges. The system of placing the burden of costs on the state, locality, and student is clearly the predominant pattern over the nation, but the proportion contributed by each of these sources varies widely from state to state. In New York State and a number of others, state tax funds, local tax sources, and direct charges to the student each are expected to meet one-third of the cost of community college operation. Florida, as another illustration of a state which draws on all three of these sources, has a minimum foundation formula which results in about 66 per cent of the cost being borne by state funds, approximately 14 per cent by local sources, and about 20 per cent directly by the student.

5/ D. G. Morrison and S. V. Martorana, State Formulas for the Support of Public 2-Year Colleges, p. 15, U. S. Office of Education Bulletin No. 14, Washington, D.C.: Government Printing Office, 1962.

Only a few states still provide no state aid whatever for current operations. In these states, the locality and the student must share the costs, as is currently true, for example, in Connecticut, Nebraska, and New Mexico.

Since there is no provision for local control or local tax support in the plans for community colleges in Massachusetts or in the new 1963 Minnesota law, the student and state tax sources must meet the total cost of operation. Arizona and Michigan, while having separate state-level boards for community colleges, also make provision for local control and financing. Support here, therefore, comes from local taxes as well as from state tax sources and student payments.

Before leaving this section of our discussion, I would like to add a word about the dependability of "other" sources of income for current operations. Also, the possibility of increased federal aid may be pertinent. As a general rule, public community colleges have very little endowment income or earnings from assets which serve as endowment. the 1956 USOE study already cited showed that less than one per cent of the current income of public community colleges comes from sources in the nature of endowment earnings. This places community colleges in a quite different class from four-year colleges and universities in financing current operating costs. Moreover, most of the gifts and grants from private sources to community colleges are for student loan and scholarship funds and cannot be depended upon as a steady or consistent source of current income.

All of you are no doubt well aware of the growing interest and activity at the federal level in aiding colleges and universities to carry on programs which Congress considers to be in the national interest. In the 1963 session two major pieces of legislation were enacted: P.L. 88-210, The Vocational Education Act of 1963; and P.L. 88-204, The Higher Education Facilities Act of 1963. Only the former deals with providing sources of income for current operations of community colleges. The impact of this legislative program and the changes it may produce in the percentage distribution of income for these colleges will bear watching in the years immediately ahead.

Financing Capital Outlay

State participation in meeting costs of capital construction for community colleges historically has lagged behind aid for current operations. The 1962 study of state formulas shows that 18 states had a law dealing with capital support for at least one type of public two-year college. At the time of that study, however, 26 states were providing some state tax aid for capital outlay for at least one type of public two-year college. Again, the percentage of costs met by the state and the locality ranged widely. Florida, for example, meets all capital costs of community colleges from state funds. Texas provides none at all. New York, Maryland, and a number of other states divide the costs equally between state and local tax sources.

Especially significant to the interests of this audience is the nature of the more recent legislation relating to public community colleges. All states which in recent years have provided new general enabling legislation for community colleges, or which have made major revisions of their existing laws, have included provision for state aid for capital development in their new statutes. Pennsylvania, for example, which in 1963 passed a new state-wide act for community colleges, and Missouri, which in 1962 completely rewrote its community college law, both provide state financial assistance for capital costs of locally administered community colleges.

It is too early to assess the impact of the new federal legislation to provide financial aid for constructing community college buildings. The law provides grants up to 40 per cent of the cost of all types of academic and general facilities and earmarks for this purpose 22 per cent of the $230 million authorized by the legislation. The influence of this new source of income on financing community college facilities in the several states will bear close watching in the years immediately ahead.

Conclusion

Some Basic Principles for Organizing and Financing Community Colleges to Advance the Values We Hold High

Out of the accumulated experience of the several community college states, we can arrive at certain basic principles or guidelines for action, for both organizing and financing our community colleges. I should like to conclude by listing and commenting briefly on those that appear valid, first for organizing community colleges, and then for financing them. Some of these principles are not entirely original with me; rather, they are outgrowths of a number of group conferences and studies evaluating the effectiveness of different administrative and fiscal approaches to community college operation.[6] My own experience as a student of community colleges in America and as a professional worker in their development and promotion leads to a clear and positive conclusion that each of the principles enunciated below is indeed workable and valid.

Principles to Follow in Organizing a Community College

1. The basic law relative to community colleges in a state should create or clearly designate an educational agency on the state level with specific and well defined responsibilities for the state-wide planning, coordination, and supervision of these colleges.

This agency's primary responsibility should be to relate the state-wide development of community colleges to the broad, general needs of the state for services typically provided at the level immediately above high school. Its duties should include the following: (a) to approve the establishment of new community colleges; (b) to maintain and keep up-to-date a state-wide plan for developing these colleges; (c) to set up objective standards for evaluating the quality of service which the community colleges provide for their constituencies and for the state at large; and (d) to stress and assert the necessity of development of comprehensive programs in public community colleges and to protect the integrity of programs at the community college level. This last is very important today when other agencies are claiming the field of vocational and technical training.

2. The organizational plan should provide for specific and continuing coordination and articulation of the community college programs with both high school and four-year college and university programs.

Of the three predominantly used state-level agencies which could be charged with supervising community colleges, you will notice that I have not advocated that this responsibility rest with any particular one of the three: a state board of education, a state board responsible for higher education, or a separate state board for community colleges. Ideally, a single state agency should set broad educational policy for all aspects of education within the state. This agency should evaluate and report progress in implementing established policy, but it should be completely free of day-to-day administrative responsibilities. To add detailed administrative duties to those of planning, coordination, and evaluation would create an impossibly burdensome assignment which could well prove to be self-defeating.

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[6] For example: S. V. Martorana, "The Legal Basis of American Public Junior Colleges," Chapter III, *American Junior Colleges*, 6th Edition, Washington, D.C.: American Council on Education, 1963; American Association of Junior Colleges, *Establishing Legal Bases for Community Colleges*, Washington, D.C.: The Association, 1962, 44 pp.; and Robert E. Swenson, "Guidelines for Financing New Junior Colleges," *Establishing Junior Colleges*, pp. 125-129, Occasional Report No. 5, Junior College Leadership Program, *Los Angeles: University of California at Los Angeles, January, 1964.*

Many states would find it a practical impossibility to develop a single, pervasive educational agency. This is why it is so vital that sound, working communications be deliberately established between the board responsible for community colleges and the state agencies responsible for other areas of public higher education and of vocational education if this latter is under a separate board.

> 3. Similarly, definite procedures should be set up for communication between the state community college agency and other state departments whose services affect community college programs.

The work of many state departments relates closely to community college programs: labor, health, and public welfare, to mention a few. It seems self-evident that each of these departments must know the activities and requirements of the others. Otherwise, their efforts could be at cross-purposes rather than mutually supportive.

> 4. A state plan for organizing community colleges should provide clearly for local boards of control. These boards should be vested with specific responsibility for operations and programs, including such matters as initiation and development of instructional programs, selection and employment of personnel, development of budgets, and construction and maintenance of buildings.

The contrast between theory and practice which exists in this country demands longer comment on this fourth principle. Theoretically, a single local agency in charge of all levels of public education would appear most defensible. For many practical reasons, however, the theoretical advantages of unified districts for grades K-14 have failed to materialize, and in most states the education law provides for local community college districts headed by boards of trustees that are separate from boards responsible for the lower schools. Again, I point out that the basic pressure behind this is the need for large administrative units and an adequate tax base for fiscal efficiency. These practical realities must be recognized, and the separation accepted. At the same time, two possible dangers should also be watched for. One is the danger of going to the other extreme, abandoning the idea and value of local control altogether and creating completely state-controlled institutions, as in Massachusetts and Minnesota. The opposite extreme is to establish local boards but to separate local control so sharply that desirable coordination between the community college and the high schools is difficult or impossible. This last extreme alternative suggests the fifth principle for local organization and administration.

> 5. If local community college boards are legally separate from the boards for elementary and secondary schools, then the organizational plan should make clear provision for coordinating secondary and community college programs in the community served by the college.

This principle is especially important in the fields of adult education and community services and vocational education when a variety of local educational boards are involved.

> 6. The membership of the local board of control should be representative of the geographical area from which the large majority of the students come.

Most community college students live within daily commuting distance. This entire commuting area should be represented on the local community college board of control.

Principles of Financing

> 1. The local board of control should have the same fiscal independence as do other local boards of education in most states: that is, they should have the power to levy taxes and to incur bonded indebtedness subject to legally authorized limitations.

The arguments for and against fiscal independence for local boards of education are as old as public education itself. They need not be reviewed here. However, I believe the very fact that most states follow a practice which recognizes such independence is compelling evidence in its favor. Further, I believe that the same arguments which support fiscal independence for other local educational boards are valid with respect to local community college boards.

> 2. Community college opportunity should be available at no cost to the student, or at a cost which is kept to the minimum consistent with ability of the state and locality to support this educational program by other means.

This principle, as I have already reported, enjoys wide theoretical support, but is little honored in practice. Nevertheless, we have an obligation to work toward making it a reality. Otherwise, the primary value which we say is fundamental to the whole community college structure, that of extending educational opportunity to all who are qualified to benefit from it, is seriously undermined. In spite of our much-publicized affluent society and the proliferation of scholarship grants, studies have proved over and over again that lack of money is the single greatest barrier between many able students and a college education. The financial burden on many qualified potential college students and their families is just too heavy. Community colleges, therefore, must strive constantly to keep costs to the student down.

> 3. The state and locality should share the cost of current operations. The proportion to be paid by each should be determined by "minimum foundation formula." This formula must be constructed so as to (a) assure a sound education for each student; and (b) take into consideration the district's ability and willingness to pay, as well as the stated minimums and maximums available from state sources.

The concept of "equalization," the method whereby the state adjusts its contribution for local schools in proportion to local tax resources and effort, is well established in most states. Now that public community colleges are increasingly accepted as an integral part of public education, the equalization principle can logically be extended to their financial support.

> 4. The state and the local community college district should share capital development costs, the proportionate shares to be stipulated in a formula established by the community college laws of the state.

Acquisition of necessary capital facilities is a major obstacle in the path of localities needing and wanting community colleges. This is one reason why the new federal act to help finance college buildings makes special provision for public community colleges. However, unless the states themselves assume a vigorous and substantial role in helping local jurisdictions to finance buildings and equipment, strong community college development cannot be expected. Since both the state and the local district benefit from community college services, it is reasonable that support be drawn from both.

> 5. The state community college laws should provide for a "charge-back" to local jurisdictions which have no community college of their own but whose residents attend a community college elsewhere. This "charge-back" should be administered by the state community college agency. The charge should be

applicable for both current operations and capital development costs met by the local supporting agency, and should be related to the per-student costs of the institution.

The validity of this principle was first tested in the New York State community college laws of 1948, although it was in use in another form many years earlier in California. It has proved so successful that other states have adopted it. Essentially, it is a means of preventing one local area from exploiting another. Without such a provision, for instance, students from Area A, with no community college, could attend the community college in Area B at the expense of Area B taxpayers. Many states have followed this "charge-back" practice at the elementary and high school levels by requiring tuition or seat rental payments from districts sending students to out-of-district schools.

> 6. Wherever federal community college law and regulations allow it, federal aid should be used to augment both the state's and the locality's share of community college support. In this way the rationale of emphasizing state and local initiative and control will be preserved in practice.

In the final analysis, state and local taxes are the most reliable sources of support for public education consistent with our basic belief in state and local control. On these two sources, therefore, our greatest reliance will have to rest, lest heavy tuition charges nullify educational opportunity for the student, or excessive dependence on federal aid jeopardize our cherished ideal of home rule for our schools and colleges.

If I have disappointed you today by not identifying a particular state pattern as the one "best" model for organizing and financing public community colleges, I make no apology. Instead, I would hope that you will profit from being encouraged to examine your own educational values and tailor a plan to fit your own individual state requirements. A colleague of mine has recently written, "It is a moral imperative that we must experiment and innovate in order to increase the efficiency of our educational system..."[7] With this I agree; and more, I believe it is a general obligation before us all. You can learn from the ideas and experiments of others, but others can also learn from your thinking and experimentation. Only by your own bold and creative planning can you build a system of education which will sustain and enrich the values you yourselves choose as paramount. Leaders in politics and education by working together can constantly improve our structures for organizing and supporting community colleges. Keep strong your concentration and dedication to the real educational values that have justified and are today justifying community colleges in each of your states, and you will not go wrong.

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[7] Ewald B. Nyquist, "We Must Disenthrall Ourselves," New Directions in Educational Research, p. 3, Albany: The University of the State of New York, 1963.

RESOLUTIONS

WHEREAS, the Southern Regional Education Board's thirteenth annual Legislative Work Conference has met in Williamsburg, Virginia, August 27-29, 1964, and

WHEREAS, the Conference has been honored to hear addresses by Governor Albertis S. Harrison, Jr., Dr. Andrew D. Holt of the University of Tennessee, Dr. B. Lamar Johnson of the University of California at Los Angeles, Dr. Norman C. Harris of the University of Michigan, Dr. Maurice F. Seay of Michigan State University, Dr. Joseph W. Fordyce of Central Florida Junior College, Dr. I. E. Ready of the North Carolina State Board of Education, Dr. Lee G. Henderson of the Florida State Department of Education, and Dr. S. V. Martorana of the University of the State of New York and each has spoken well on important issues facing technical-vocational education and the community college, and

WHEREAS, a number of the South's top-level legislators and other public officials have made invaluable contributions to the success of the Conference through discussions on topics of vital concern to our states and in many other ways,

NOW, THEREFORE, BE IT RESOLVED that this thirteenth annual Legislative Work Conference hereby expresses its sincere appreciation to Governor Harrison and all other participants for their work

RESOLUTIONS

toward the advancement of higher education in the 16 states served by the Southern Regional Education Board.

WHEREAS, the State of Virginia has been the gracious host to the thirteenth annual Legislative Work Conference of the Southern Regional Education Board, and

WHEREAS, the Conference has enjoyed the generous hospitality of the State of Virginia and Williamsburg and the outstanding program of entertainment arranged by the Virginia delegation under the leadership of Senator Lloyd C. Bird and Delegate Paul W. Manns, and under the Legislative Advisory Council chairmanship of Representative Leland Wolf of Oklahoma, and

WHEREAS, the participants in this Conference have been extended many courtesies while in Williamsburg by local and state officials, and

WHEREAS, the wives and children of participants at the Conference have been guests of the Virginia delegation for several special programs,

NOW, THEREFORE, BE IT RESOLVED that the Conference expresses its genuine appreciation and warm regards to Governor Harrison, Senator Bird and Delegate Manns, the State of Virginia, its official

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Conference delegates, the Virginia members of the Southern Regional Education Board, the management of the Williamsburg Conference Center and of the Jamestown Corporation, and to all others who have contributed time and effort to make our visit to Virginia a pleasant and memorable occasion.

WHEREAS, the staff of the Southern Regional Education Board, directed by Dr. Winfred L. Godwin, has planned and conducted an informative and interesting Conference on a question of importance to our states today--technical-vocational education and the community college, and

WHEREAS, that Conference has brought before us outstanding people in the field of higher education and state government and has given us a chance to discuss the issues among ourselves, and

WHEREAS, the staff of the Southern Regional Education Board has handled details and arrangements for the Conference smoothly and effectively,

NOW, THEREFORE, BE IT RESOLVED that the Conference expresses its appreciation to Dr. Winfred Godwin and the staff of the Southern Regional Education Board.

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